96-55

PROPOSED THIRD BRIDGE CROSSING ON THE COLUMBIA RIVER BETWEEN VANCOUVER, WASHINGTON, AND PORTLAND, OREGON

(96-55)

HEARING

BEFORE THE

SUBCOMMITTEE ON SURFACE TRANSPORTATION

OF THE

COMMITTEE ON PUBLIC WORKS AND TRANSPORTATION HOUSE OF REPRESENTATIVES

NINETY-SIXTH CONGRESS

SECOND SESSION

FEBRUARY 2, 1980

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PROPOSED THIRD BRIDGE CROSSING ON THE COLUMBIA RIVER BETWEEN VANCOUVER, WASH., AND PORTLAND, OREG.

SATURDAY, FEBRUARY 2, 1980

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON SURFACE TRANSPORTATION,
COMMITTEE ON PUBLIC WORKS AND TRANSPORTATION,
Vancouver, Wash.

The subcommittee met at 10 a.m., in the city council chambers, city hall, Vancouver, Wash., Hon. Robert A. Roe (acting chairman of the subcommittee) presiding.

Present: Representatives McCormack and Robert Duncan.

Staff present: Clyde Woodle, chief engineer; Steve Abrams, assistant minority counsel.

Mr. ROE. Good morning, ladies and gentlemen, this Subcommittee on Surface Transportation will hold a 1-day hearing, as you know, scheduled to review and have a chance to discuss with the Representatives of Congress that are here and the citizens of the great States of Washington and Oregon, on the third, proposed third, or the need for a third highway crossing on the Columbia River between Vancouver, Wash., and Portland, Oreg.

It is my distinct honor to be able to chair this meeting this morning, and particularly with two very distinguished Members of the Congress, who are dear friends of mine, and distinguished colleagues; Hon. Mike McCormack, who represents this section of Washington, the great State of Washington. I have served with Mike on both the Public Works Committee and the Science and Technology Committee, in fact we sit next to each other on both of those committees in Washington. Mike, as you know, is not only one of our leading physicists in the Nation, but is also a member of the Transportation Committee and the Public Works Committee, in which we both serve. In my judgment he is doing a superb job, and I am honored to be able to participate with him in this hearing this morning.

Then on my left, as they say, we have the very distinguished Member, Bob Duncan, from Oregon, who I was only with yesterday, in the great State of New Jersey, and I am trying to convince Bob, who is chairman of the Transportation Committee and Appropriations in the Congress of the United States, a superb Member; he is a very important guy here, because whatever we decide here today, we have to try to figure out how we are going to be able to finance this, and we were holding hearings in New Jersey yesterday afternoon, all during the day, and debate in New Jersey was whether or not a major railroad transportation bridge should be

torn down, so I hope that when we finish discussions here in your great State, we will have a chance to determine what we are going to tear down and what we are going to build. Maybe we could transfer that bridge over here. [Laughter.]

Be that as it may, I also want to introduce for the record, and to the folks that are going to be testifying today, the distinguished chief engineer of the Public Works Committee, Mr. Clyde Woodle, to my right over here, and then of course Mr. Steven N. Abrams, to my left, who is the assistant minority counsel for the committee.

The Chair would now defer to the distinguished gentleman from Washington, Mr. Mike McCormack.

Mr. McCormack. Thank you, Mr. Chairman. Mr. Roe, I want to thank you for coming.

Ladies and gentlemen, Congress is extremely busy, almost year round, and this time of year is about its busiest time.

As Chairman Roe said, he was holding hearings with Congressman Duncan in New Jersey yesterday, and here they are today in the Portland-Vancouver area, so squeezing this date in was difficult and it is a personal sacrifice for both you gentlemen, and I appreciate your visit here today.

I also want to thank the chairman of the Public Works Committee, Hon. Bizz Johnson, of California, and the chairman of the Surface Transportation Subcommittee, on which I serve, Hon. Jim Howard, for their support for this meeting here today, and of course the staff, Clyde Woodle, and of course my own staff here in Vancouver, Bennae Reeves and Sandy Jensen, and my district manager, Jerry Ellis, for helping put this all together, and I want to thank the city of Vancouver for providing us this hearing room. We will be having the mayor, Jim Justin, on later.

The purpose of this hearing, ladies and gentlemen, is to attempt to determine the timing and the degree of involvement of a study, and hopefully construction, of a third bridge across the Columbia River. This is in no sense to exclude any sort of facility that might go with the bridge. We may wind up having light rail transit, bicycle paths, and who knows what, along with it. But we are looking at the facts, Mr. Chairman, that the entire north-south interstate traffic system, for the entire west coast flows across these two bridges out here that we call the interstate bridge; that losing either one, or both of them, by an accident would surely be a transportation catastrophe for the country; that although we have the new I-205 bridge, only 6 miles upstream, which is nearing completion after many, many years of struggle, the development in the area clearly indicates that the traffic congestion on the main arterial, I-5, will be just as bad in 1990 as it is today, when the traffic flows on I-205 are completely established. And it may even happen before then.

We are quite well aware of the fact that there are some serious engineering deficiencies immediately south of the bridge in Oregon, which have developed over there because of the emphasis on east-west traffic flow. These can be corrected, which will relieve the problem somewhat, but only temporarily, and our goal today it seems to me, is to get into focus this whole question of the relationship of the Federal Government with the State governments, and the timing and approach that we must take so that we will not find

ourselves in 1990 in the same position we found ourselves in the late 1970's—desperately needing the I-205 bridge, and not having it because we took so long in agreeing on what to do and in getting underway. If we are going to serve this area well, we must plan for the future. Lead times on major bridges are at least 10 years. Even if we start aggressively today, it will be none too soon. So this is why I particularly appreciate your willingness to come across the country, Mr. Chairman, and Bob Duncan's willingness to come to meet with us. I want to pay my particular respects to Bob. Not only does he represent the district directly across the river in Oregon, upstream from the Willamette, but he is also chairman of the Appropriations Subcommittee on Transportation, so he literally holds the purse strings on all transportation projects, and his direct involvement in this hearing today is most appreciated.

I want to thank you all and express my appreciation for your participation here today.

Mr. ROE. Thank you, Mr. McCormack. The distinguished gentleman from Oregon, Mr. Duncan.

Mr. DUNCAN. Mr. Chairman, I want to correct a few over statements, or misstatements that have been made perhaps centering on the last one that Mr. McCormack made, that I hold the purse strings. I don't; I Chair the committee that makes the recommendations to the Congress of the United States, the Congress, your elected Representatives, all of them participating in making the ultimate decision, they operate in sort of a collegial fashion and at least in our committee the chairman is at most the first among equals, and I commend that to you for operating in your committee—sometimes. [Laughter.]

As Mr. Roe said, he and I were in New Jersey yesterday, and the issue there was whether or not a particular bridge over a particular span of water should be torn down.

It illustrates, I think, the fluidity of this whole question of transportation; what a transitional phase that we are in, and how a medium of communication, of transportation, a bridge at one time carrying heavy railroad traffic and obviously the predominant use in that area, has now fallen into comparative disuse, while the use of the waterway under it has increased substantially to the point where, in the views of some, at least, it has become a barrier and a danger to navigation, so here, I think, Mr. McCormack deserves a great deal of credit. There are some of us back there who think that once you get beyond a reactor, Mike really isn't very much interested. I think that this demonstrates the broad scope of interest that he has in his whole district, and recognition that a transportation problem can't be solved in 24 hours or 48 hours, you have to have vision, you have to look ahead, and you have to plan 10 years at least if you are going to be able to meet the crisis that is going to arise down the road, and there are—at this point the river out here is a barrier to our transportation problem, but that barrier can also be an avenue of communication; we have got about 10 million going up in Chairman Roe's general area in the East for some experiments in water borne transportation, and I have suggested to my constituency across the river, and I suggested to you, that we ought to look upon the Willamette and the Columbia not only as barriers to our movement back and forth, but as a potential

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to be used to facilitate our communications, and it may be that we would want to develop some experimental programs on transportation on the river out there, and as Mike said, the State of Oregon is moving aggressively to eliminate some bottlenecks over on the Oregon side of those Interstate bridges. If you listen to one set of prognosticators, that will be enough to the year, what, 2000. If you listen to others, we are going to be in trouble again, serious trouble, and the costs to the public and the business community is going to be far greater than the cost of moving ahead to try to solve that problem today, so I will welcome your testimony, listen to your comments, and again, my thanks to Chairman Roe, and I hope that you ultimately are as favorable toward bridges as you were in New Jersey yesterday.

Mr. ROE. Favorable to bridges here. That one in New Jersey yesterday, well that would be a community of purpose.

We had an excellent meeting this morning with many of the economic development leaders of both Oregon and Washington, and I had a chance to advise them that I know that there isn't total communion, so to speak, as yet, between Oregon and Washington on this transportation link, but that is what we are here for to try to resolve, and I hated to admit that it is the first time I have been back in Portland for 35 years, and then I hastened to tell them that I went to school in Corvallis, Oreg., to State university, and then I also went to school at Pullman, Wash., at Washington State College, and that kind of credit and credibility some of the economic development leaders said, "Well, maybe you can sit here and help to resolve the communion between our two great States, but I am not so sure that that will work or not." But you know, part of the discussion this morning evolved around the great opportunities that this region may have and does have and the opportunity was that you are faced with considerable growth, it is there, the excitement of the new electronic plants that are coming in, with possibly 20,000 jobs down the pike a little ways, and the growth in Clark County and what is happening in the city itself. Please don't make the mistake we made in my State. My State is the single largest, most complex metropolitan State in the Nation. We are going to tear things down now to try to make room to get automobiles, trucks, and mass transit through, as Bob said so well, on that hearing yesterday, so I am pointing out that this is the beginning of an opportunity to take a look as to what is needed in transportation, be it a third river crossing or alternative transportation modes. Be that as it may, let's not let that get away from us, so I am honored to be able to join with you today, and our first witness for the morning will be Hon. Dick Carroll, who is the district engineer, Washington Department of Transportation.

May I remind the members that are going to testify, that we want to hear all we can. In some places, if your testimony is long, please summarize it, because we have a limited amount of time, regrettably, and we assure you that everything that is put into the record will be gone over very carefully, and therefore if we can be guided by those time constraints, the Chair would appreciate it.

The distinguished gentleman from Washington.

Mr. MCCORMACK. Mr. Chairman, before the gentleman begins, may I just comment that Washington State Representative Dennis

Heck, who was to be our next witness, is ill and cannot come today, and Mr. Carroll will be testifying somewhat as to what the legislature is doing; so he is representing both the State government executive branch and the highway commission, and in a sense representing the State legislature all at the same time.

Mr. ROE. Splendid. Do you want to represent Oregon, too?

Mr. CARROLL. Mr. Chairman, I am wearing several hats this morning.

[The following was received for the record:]

TESTIMONY OF DICK CARROLL, DISTRICT ADMINISTRATOR, VANCOUVER DISTRICT, WASHINGTON STATE DEPARTMENT OF TRANSPORTATION

Mr. CARROLL. Mr. Chairman, members of the committee, ladies and gentlemen, my name is Dick Carroll, I am district administrator for the Department of Transportation, located in Vancouver. Our department secretary, Mr. Bulley, asked that I present our statement this morning, and I am also indicating support through legislation that the department has received from Representative Heck, and Senator Henry. Both indicated grave interest and concern in the transportation problem that we have.

I might take just a moment away from my prepared statement to indicate that I have furnished the committee a small vicinity map showing some of the crossings that were studied in the last year or two, relative to transportation analyses. We also have a vicinity map of the Vancouver-Portland area that you may wish to look at, at a later time in the hearing.

For the committee's benefit, I wanted to take just a few minutes to give a little background on some of the previous hearings, and the problems we are addressing today. Vancouver-Portland area enjoys a rather unique position in that it is one of the few major metropolitan areas separated by a geographical feature, in this case the Columbia River, yet served by only one north-south artery. We have the Columbia River, we have the Interstate 5 corridor. The north-south area is the primary area of traffic movement, though the Interstate 205 bridge, located approximately 6 miles upstream is under construction and is expected to be in operation in late 1982. The 205 bridge will provide an additional crossing, but as it sits today, we have the nearest crossing, the Bridge of the Gods, a private structure, approximately 46 miles upstream, and the Lewis and Clark Bridge, between Longview, Wash., and Rainier, Oreg., located approximately 40 miles downstream.

Traffic congestion on the Interstate bridge, and the I-5 corridor has been a growing problem for many years. In 1969, the Portland-Vancouver metropolitan transportation study was approved by the Columbia Region Association of Governments, which at that time was the metropolitan planning organization for this region. The study at that time indicated the need for additional lane capacity across the Columbia River over and above the existing I-5 bridge and the planned 205 structure. The crossing in 1969 was identified as being in the Rivergate vicinity, however, at that time the Portland-Vancouver metropolitan study was made without any significant consideration for transit and it was assumed at that time that traffic growth would continue.

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Prior studies of the third crossing of the Columbia River included a 1972 Washington legislative study that was directed to a specific location, Rivergate, and that would have connected the two industrial areas in the Vancouver-Portland area. The legislative study which was made by the Department of Transportation was very preliminary in nature and indicated at that time that the Oregon jurisdictions had no interest in or finances available for another crossing of the Columbia River. The high cost of the crossing in addition to the commitments made by both States for the 205 and the 205 route precluded the inclusion of that crossing as a planned facility. The major emphasis in the Portland area was shifting from freeway construction to an expansion of the transit system and the development of light rail. An additional crossing of the Columbia River was dropped from regional planning consideration.

In 1977, the Washington Legislature directed the Department of Transportation to again study the potential need for a third bridge. The location was not specified, only a general location in Clark County, between Washington and Oregon. The study, which was completed in January of 1979 was basically a traffic analysis report to determine optimum bridge locations. Four potential crossings were identified for further study as they appeared to provide the most relief to the traffic congestion on I-5.

Present traffic count on the I-5 bridge show an annual average daily traffic of about 101,000 vehicles with peak days in excess of 125,000 vehicles. Peak period traffic conditions on I-5 are the most severe in the region. It is expected that Interstate 205 will carry approximately 45,000 vehicles on or shortly after opening day. The Washington Department of Transportation has construction work in progress on the Vancouver freeway portion of I-5, to improve the traffic flow characteristics. The Oregon Department of Transportation has programed replacement of the Slough Bridge and other highway projects including ramp metering to maximize the carrying capacity of I-5 in Oregon. It is projected that within 8 years after Interstate 205 opens, the volume on I-5 will again reach its pre-205 level.

Recognizing that I-5 will once again experience daily congestion problems, the legislative transportation committee authorized the department to continue the study of the feasibility of another crossing of the Columbia. We are currently underway with the study, which will evaluate the transportation problems between Vancouver and Portland, addressing alternatives that might satisfy needs and reduce congestion. The study which will be completed in December 1980 will look at traffic data, transit alternatives, and environmental impacts, local government planning and other factors necessary to have a complete analysis of the problem and evaluate solutions to the I-5 corridor situation.

If it pleases the Chairman, I would like to take time to show you about five or six slides of this congestion area that might help orient you with the problems of the north and south approach to the bridge.

Mr. Beach.

[A slide was shown.]

Mr. CARROLL. On the existing structure of the I-5 freeway, we have advanced warning signs "prepare to stop." We almost operate

them on a time clock basis, as they go into operation each morning almost on schedule. They are a function of the traffic backup.

[A new slide was shown.]

Mr. CARROLL. The approach to the interstate bridge southbound, congestion is southbound in the morning.

[A new slide was shown.]

Mr. CARROLL. Another shot, coming in from the east from the Camas-Washougal area, and a growing area of east Clark County SR-14 funnels traffic into Interstate 5 on the north side of the bridge, and the introduction of the additional traffic and the ramps at that area add to the congestion problem north of the bridge.

[A new slide was shown.]

Mr. CARROLL. Back up on SR-14 occurs each morning, and ranges anywhere from one-half to 2 miles east of Interstate 5 as they attempt to queue the two lanes down to a one-lane on ramp southbound.

[A new slide was shown.]

Mr. CARROLL. Northbound traffic generally begins to queue up, congests, oh, approximately 3 o'clock in the afternoon, depending on the day, traffic will back up and transportation delays will be upward of 45 minutes to 1 hour, assuming no accidents.

[A new slide was shown.]

Mr. CARROLL. Another shot of the traffic beginning to back up south of the interstate bridge, and noting on the clock it is about 3:35 in the afternoon.

[A new slide was shown.]

Mr. CARROLL. Another shot of the same area of congestion, northbound, approaching the interstate bridge.

Mr. Chairman that concludes the very brief slide show. Thank you for the opportunity to appear before the committee this morning, and after the hearing we would be pleased to respond to questions, or any specific details.

I thank you for the opportunity to be heard.

Mr. ROE. I think we would like our questions now.

Mr. McCormack.

Mr. MCCORMACK. Mr. Carroll, I very much appreciate the work you have done in preparing and in helping the State legislature in doing all the work you have done over the years in providing factual information on this subject.

I have one question that is bothering me at the present time. Do you know how many lanes converge onto I-5 south of the bridge, say down for the first 3 or 4 miles south of the bridge, which feed traffic into the northbound lanes in the afternoon; about how many lanes are ultimately consolidated into three lanes on the bridge?

Mr. CARROLL. The section of interstate from the vicinity of Portland Avenue north is the two lane facility northbound and I think Interstate Avenue, as it arrives from Delta Park, Marine Drive, and Union Avenue, so there is about three additional lanes converging in a very short distance south of the bridge for northbound traffic.

Mr. MCCORMACK. Now the traffic—incidentally, I must say that I had hoped that the staff would have arrived at midafternoon yesterday—Friday afternoon—at the Portland airport. They snuck one past me, and got here about noon. If I could have arranged their

schedule I would have had them arrive about 3:30, and then they could have sat out there on—what is this road from the airport—

Mr. CARROLL. Marine Drive.

Mr. MCCORMACK. Marine Drive, waiting for 3 hours on the bridge.

Now my fundamental question runs to the traffic flow. Most of this traffic that is coming onto the bridge Northbound in the evening, is this Vancouver citizens coming back from working in Portland?

Mr. CARROLL. Congressman, we have done some traffic analysis on the traffic volume, and on an average day, if we could identify what that might be, we are looking at in excess of 100,000 vehicles in both directions, total volume.

We have identified approximately 15,000 commuters southbound in the morning, basic figures or approximately 15,000 people from Clark County area commuting from employment centers in the Portland metropolitan area. At the same time we have about 6,000 from the Portland-Multnomah area northbound in the morning, so our commuter traffic is approximately 15,000 in the morning southbound, and approximately 6,000 in the morning northbound, that 5,000 and 6,000 make the return trip in the afternoon, but it is mixed with the very steady, heavy flow of traffic that is already on the freeway.

Mr. MCCORMACK. Well, I take it you are already talking about more than 100,000 per day and 15,000 of them being commuters are active in one direction.

Mr. CARROLL. Yes.

Mr. MCCORMACK. What you are saying is that 85,000 of those cars are noncommuting traffic going through this area?

Mr. CARROLL. They are noncommuting or—noncommuting traffic, that is the long trip, the trucks, the people that are going between the two communities of Portland and Vancouver shopping or recreation or for other purposes other than for job commuting.

Mr. MCCORMACK. How much of it is interstate traffic that is travelling greater distances than just within the immediate Portland-Vancouver area?

Mr. CARROLL. North of Vancouver, in the vicinity of 205, approximately 7 miles north of town, we have pretty well separated out the local traffic, and at that point we are looking at somewhere in the neighborhood of 40,000 vehicles a day.

Mr. MCCORMACK. So we have 40,000 vehicles a day which comprise through traffic, through the entire region?

Mr. CARROLL. That is based on our present count.

Mr. MCCORMACK. And that includes trucks as well as private vehicles?

Mr. CARROLL. Yes, sir.

Mr. MCCORMACK. Now if any of the traffic on the south side of the bridge, in the Oregon area, traffic that is really flowing onto I-205 and to get off again, to go either east or west from the, let's say the rear view area, of the airport or vice versa? Is there much of that—is there any transverse east-west traffic using I-205 because it has to get on it in order to get across?

Mr. CARROLL. Congressman, I don't believe I have any information on that, although the east-west arteries in north Multnomah

County, there are several crossings, I know that the freeway does attract some local traffic, some will get on and stay on the freeway for a mile and then get off.

Mr. McCORMACK. I understand that in one analysis of the Portland traffic flow there is some plan to improve either Columbia Boulevard or Lombard Street, so that you can facilitate this east-west traffic at the present time?

Mr. CARROLL. Yes, sir, the Oregon Department of Transportation has plans to replace the Slough Bridge, they have plans to improve the interchange south of the harbor area, and to implement ramp metering and other modifications on approaches to the freeway as well as improvement on some of the east-west arterials.

Mr. McCORMACK. The additional jobs that are projected for the electronics firm in the Evergreen area by 1990, or shortly beyond are projected to be about 20,000 from the four firms which are now committed to that area. This would project easily to 100,000 citizens there, either living in the area or commuting to it. Now, you said there was going to be—you anticipate 45,000 cars per day, essentially on opening day on I-205. What do you expect this to build up to by, say, 1990? What do you think the traffic flow on I-205 will be then?

Mr. CARROLL. Well our projections indicate that 205 traffic will probably generate to—in the range of 60,000 to 65,000 vehicles.

Mr. McCORMACK. And you would still have 100,000 on I-5 by 1990, then?

Mr. CARROLL. Yes, sir, that is what we expect.

Mr. McCORMACK. Thank you very much.

Mr. ROE. The gentleman from Oregon.

Mr. DUNCAN. Just a couple of questions. We agree, I guess, that the present traffic situation on these bridges is virtually intolerable, is that correct?

Mr. CARROLL. Congressman, actually the bridge is a a wide spot in the road right now, it's the two lane traffic that generates the congestion both north and south, it's an I-5 problem.

Mr. DUNCAN. All right, I'll accept that, because I think it is probably accurate. But there is a bottleneck in there, at least, that makes traffic between Vancouver and Portland virtually intolerable today?

Mr. CARROLL. Yes, sir.

Mr. DUNCAN. Now do you say the traffic, even with 205 will build up again in approximately 8 years to its pre-205 level; does that mean then that within 8 years we will have the same intolerable congestion?

Mr. CARROLL. That is the projections made by our traffic personnel, sir.

Mr. DUNCAN. Will the improvements being made to the Slough Bridge on the other side of the river and some other improvements between Markham and the Columbia River, will they alleviate this situation at all in your opinion?

Mr. CARROLL. The traffic congestion will be alleviated early on, I think that with the construction on I-5 in Vancouver which eliminates some of the back up in the queueing in the ramps southbound in the morning, and the improvements being made by Oregon will improve——

Mr. DUNCAN [interrupting]. Well, I guess what I am asking, even with your projections, the projections of the State of Washington Transportation Department, even with those improvements in 8 years the volume of traffic on the bridges the lanes of communication between the two areas will again pose an intolerable traffic situation, even with those improvements?

Mr. CARROLL. That is our projection, sir, yes.

Mr. DUNCAN. And when you talk about building back up to present levels, are you taking into consideration population growth in this area, too?

Mr. CARROLL. The traffic analysis is based on the population growth, and anticipating development in east Clark County.

Mr. DUNCAN. Because unlike the community that the chairman is from, which I think he stated is generally declining in population, our area out here is increasing in population, very rapidly, and I am wondering if you build in—do you know what your population growth figures are, when you say that in 8 years we are going to have another 100,000 to 125,000 cars on those bridges?

Mr. CARROLL. No, sir, I don't know the population figure, but with those factors——

Mr. DUNCAN [interrupting]. So your testimony is that even with the improvements which are required and are underway, or at least well toward along the way in Oregon, that within 8 years we will have these same problems duplicated on this I-5 situation here in Portland-Vancouver, is that what you were saying?

Mr. CARROLL. Yes, sir.

Mr. DUNCAN. And can you tell me if we were to decide today to put another bridge across the river, when would you reasonably expect that you could open it for traffic and cut the ribbon?

Mr. CARROLL. Well, based on our experience with new projects, 10 to 12 years would be a very optimistic estimate.

Mr. DUNCAN. So that we would have 2 to 4 years of bad situation again, unless we get started right away?

Mr. CARROLL. Congestion again.

Mr. DUNCAN. Thank you.

Mr. ROE. Yes; I want to thank you for your testimony, Mr. Carroll, I think it has been excellent. I think we have a couple of questions. As Mr. McCormack points out, the titular I-5 route is one of the, if not the, major route north-south along, as far as Oregon and Washington would be concerned, would that be correct at the moment?

Mr. CARROLL. Yes, sir.

Mr. ROE. So, in effect, when we talk about growth and projecting growth patterns here for future use, really the growth of the whole situation in the Northwest area has a bearing on that route, it is just not confined necessarily to the regional area that we are talking about, the two particular counties and communities; in other words, as we know that Washington and Oregon are growing very rapidly, right; we know that Clark County is one of the fastest growing, if not the fastest growing on the west coast, so that the relationship between the growth of the Portland and Vancouver and its environs is not totally the issue here, because you have got to get something to keep the traffic flowing through the whole corridor, do you see what I am trying to get at?

Mr. CARROLL. Yes, sir, Interstate 5 is our interstate highway from Mexico to Canada, it is our north-south artery.

Mr. ROE. So it is very important, above and beyond the two cities, it is very important as far as the Northwest quadrant is concerned, is it not?

Mr. CARROLL. Very vital to our transportation flow.

Mr. ROE. And aren't we saying another thing, that if we use regular traffic counts, such as we typically formerly used, we are not really taking into consideration the type of economic growth that is taking place here, for example, we talked about the electronic firms that I believe are going to break ground within 6 months or something of that nature?

Mr. CARROLL. That's right.

Mr. ROE. In which this investment will bring more industry into the area, you have got a new airport here, so if you were looking at economic dynamics and jobs and things of that nature, transportation is going to be critical to the growth factor of the region, would that be so, economically?

Mr. CARROLL. The growth factor, that type of data we get from various planning organizations and cranked into the traffic analysis, the best that we can do from local sources and regional sources on that growth factor is that it will very definitely impact the transportation network.

Mr. ROE. Just one more question, and then I will let Mr. McCormack, there is one more question he wants in; the thing that gets me, if I may revert back to my own State, we used to have a very similar problem down in the central part of the State, going down to our shore areas, which is our tourist and resort area, and I note that when we look at the last paragraph of your testimony, we talk about the things that we are going to be studying, a study, which, and I quote, "will be completed in December 1980, will look at traffic data, transit alternatives, environmental impacts, local government planning, and other factors necessary to have a complete analysis of the problem." And so forth.

If there going to be anything factored in on that on the energy costs? How much is gasoline out here now?

Mr. DUNCAN. This last time I paid $1.14 out here, for regular this morning.

Mr. ROE. So we are talking about a 45-percent increase in gasoline alone, and we are talking about a loss of people's time for hours on end on the bridge trying to get back and forth in the morning to the waste of human resources, and then I think we should put a geometric proportion on there and then add an element to this study, and say, "well, what is the impact of the energy loss and increased cost of energy because of that delay, just the cost of the fuel alone?" Because I think that it ought to be looked into and I think it would make a very important issue here, there is no doubt about it.

Mr. CARROLL. Well, we have the capabilities on the traffic analysis and the studies to price delays and fuel consumption out. That will be part of the consideration. We will try to draw from the best sources available, as we do the study, of those elements that apply to energy and energy conservation, or consumption.

Mr. ROE. Thank you. Mr. McCormack?

Mr. McCORMACK. Thank you, Mr. Chairman.

One point relevant to your question, Mr. Chairman. There is one way that all Congressmen can easily evaluate population growth between the census of 1970 and the census of 1980. Oregon is going from four Congressmen to five and Washington is going from seven Congressmen to eight. On the basis of half a million people per Congressman, that is going from 5 million to 6½ million persons in 10 years. That is the major growth in this area.

Mr. DUNCAN. Well, I don't know about Washington, but as far as Oregon is concerned, all these new people who are coming out here are going to write letters back home telling how good it is, and it is going to be even more than that. [Laughter.]

Mr. ROE. That is the first speech I am going to make when I get back to New Jersey.

Mr. DUNCAN. We have a special request; you tell them it rains out here all the time and it is a terrible place, Clark County.

Mr. ROE. Just one more thing, so we don't lose the trend here; it is also important to note that while we are talking about a substantial capital investment, whatever mode this transportation link would take, and Clyde, you can check me here, the increased cost of construction alone is about 16 to 18 percent a year right now.

Mr. WOODLE. That's right.

Mr. ROE. Maybe higher than that—well, let's say 25 percent without taking into consideration the inflation so that what I am trying to lead up to is that where we are going to be making substantial capital investments, the quicker we get on with them, I'm not suggesting we do it tomorrow morning, but the quicker we cut down the redtape and get on with the facts and make a decision, the better, because this is going to cost us less money from a capital investment point of view.

Mr. CARROLL. That is reasonable, that is true.

Mr. McCORMACK. Thank you, Mr. Chairman.

I have a different thought, completely, and that has to do with your comment about studying environmental impact. It occurs to me that there are those persons in our society who believe that bridges make cars, or that highways create automobiles. It is my perspective, and I could be wrong, that we are going to have a certain number of automobiles in this community, in this particular region, because it is filled with people here, that unless we would actually build a transit—I mean a really significant transit system like Metro in Washington, D.C., or something like that, that it is not going to have a large impact on the number of automobiles, and that certainly moving traffic faster, let's say, with a third bridge, is not likely to cause very many more cars, but even if it is, they are going to be moving rather than standing.

Now, if we talk about air pollution—and with automobile emissions in the air, it would seem to me there is a great deal less pollution from rapidly moving vehicles rather than those standing and idling 3 hours in line—even if we were to say that there is a certain incentive because we can get around more easily and perhaps there are 5 percent more cars, that certainly the amount of fuel expended by having adequate bridge facilities, adequate transit routes to travel without delay, that there is going to be a reduction

in environmental air pollution because of this; is there any study that reflects on that particular fact?

Mr. CARROLL. Within the Department of Transportation, Congressman, we have addressed that on both the I-5 corridor and the I-205 corridor as it relates to the vehicle emissions from automobiles and particularly in the carbon monoxide. We have not addressed the other types of air pollutants, though that is being addressed through the two metropolitan planning organizations and the air quality, because the air quality is impacted by both the automobile and industrial development and it is very critical to the future growth of the area, as we look at the industrial development area.

Mr. MCCORMACK. I guess one way to put it then would be the amount of emissions depends on how long the automobile engines would be running.

Mr. CARROLL. That is correct.

Mr. MCCORMACK. Rather than how many cars there would happen to be, or how many bridges there would happen to be?

Mr. CARROLL. The vehicle idling, the queuing up in traffic congestion does generate considerably more than that done by the smooth flow of traffic.

Mr. MCCORMACK. Thank you.

Mr. DUNCAN. Mr. Chairman, one brief question.

In your traffic projections, have you factored in what appears to be the point of reaching gasoline purchase or beginning to see some price elasticity in the purchase of gasoline as it gets up over a dollar, people are buying less, has that phenomena been factored into traffic projections, do you know?

Mr. CARROLL. The traffic projections used historic data to a large degree for the base, but the price of fuel perhaps the inability to get it, those are considered in traffic projections. It's not a very refined job of crystal balling, because we just don't have it, but we make that attempt.

Mr. DUNCAN. And the statement that you made with respect to the growth of traffic over the next 8 years following the opening of 205, you have taken that factor into consideration, despite the deficiencies in the technique?

Mr. CARROLL. Yes, sir, we have.

Mr. DUNCAN. Thank you.

Mr. ROE. Thank you, very much, Mr. Carroll. We appreciate your presentation.

[The following was received for the record:]

STATE OF WASHINGTON
Dixy Lee Ray
Governor

DEPARTMENT OF TRANSPORTATION
Office of District Engineer
4200 Main Street, P. O. Box 1717 Vancouver, WA 98663

11 February 1980

Mr. Clyde Woodle
Committee on Public Works & Transportation
Room 2165 Rayburn House Office Building
U.S.House of Representatives
Washington, D.C. 20515

Need for a Third Highway
Crossing of the Columbia River
Between Vancouver, WA and
Portland, OR

Dear Mr. Woodle:

As a follow-up on the material I presented at the recent Congressional Hearing, I am providing you with a copy of the quadrangle sheet composite and copies of two (2) previous legislative study reports.

If you need additional information, please contact this office.

Yours very truly,

Dick Carroll

R. L. CARROLL, P.E.
District Administrator

RLC:m
Encls.

c.c. - Records Control
Congressman Mike McCormack
U.S.Representative, 4th District
2352 Rayburn House Office Bldg.
Washington, D.C. 20510

15

LEGISLATIVE STUDY

RIVERGATE FREEWAY

CLARK COUNTY

DECEMBER 1972

WASHINGTON STATE HIGHWAY COMMISSION

JOHN N. RUPP

Chairman

HAROLD WALSH

BAKER FERGUSON

A. H. PARKER

LORNA REAM

Commissioners

DEPARTMENT OF HIGHWAYS

G. H. ANDREWS

Director of Highways

STUDY AREA MAP
RIVERGATE FREEWAY
PVMATS
TRANSPORTATION PLAN
1990

CLARK COUNTY
1972

WASHINGTON STATE
HIGHWAY COMMISSION
DEPARTMENT OF HIGHWAYS

Highway Administration Building
Olympia, Washington 98504 (206) 753-6000

Daniel J. Evans-Governor
G.H. Andrews-Director

December 11, 1972

Senator Al Henry, Chairman
Legislative Transportation Committee
216 House Office Building
Olympia, Washington 98504

Dear Senator Henry:

This letter is being submitted for your information and review in accordance with Section 15, Chapter 195, 1971 Legislature, First Extraordinary Session, which states in part:

> The Washington State Highway Commission is authorized and directed to confer with the Oregon State Highway Commission to determine the appropriateness of a full scale feasibility study of the construction of the Washington portion of a new highway known as the "Rivergate" highway which extends from I-5 north of Vancouver southerly to a crossing of the Columbia River in the vicinity of the West Vancouver industrial area, thence southerly to a connection with Oregon State highway number 26. The study shall include, but not necessarily be limited to, a review of the findings of the Portland-Vancouver metropolitan transportation study and such other studies that have been made which relate to the proposed project.

The Portland-Vancouver Metropolitan Area Transportation Study was initiated in 1959 and included as participating agencies the Cities of Portland, Oregon; and Vancouver, Camas, and Washougal, Washington; the Counties of Multnomah, Clackamas, and Washington in the State of Oregon; and Clark County in the State of Washington, together with a representative for the cities located within each county, the Port of Portland, the Bureau of Municipal Research and Service, and the States of Oregon and Washington. These agencies acted in cooperation with the then U. S. Bureau of Public Roads, later changed to the Federal Highway Administration, in conducting the transportation study.

The study is directed and controlled by a Coordinating Committee whose function is to act as the policy making body and has overall study responsibility. Serving in an advisory capacity to the policy making body is the Transportation Advisory Committee (TAC) whose members are professional staff members representing the participating agencies.

Under this organization, the study conducted various surveys in 1960 to accumulate the necessary data needed to develop a transportation plan. Due to various difficulties in conducting a study of this magnitude, the base and

projected data were updated in 1968 looking toward the development of a 1990 plan. Such a plan was presented and accepted by the Coordinating Committee in 1969. A map showing the elements of the 1990 recommended transportation plan was printed in 1970 for public distribution, and a portion has been reproduced for inclusion with this letter.

The Rivergate Freeway (item 3 on the enclosed map) is a general travel corridor beginning in Oregon at the Sunset Highway as a northerly extension of the Beaverton-Tigard Freeway, crossing the Willamette River on a new bridge lying downstream from the existing St. Johns Bridge, traversing and serving the Rivergate industrial area, then extending northerly across the Columbia River via a new interstate bridge into the Vancouver industrial area. It continues northerly between Vancouver and Alcoa then turns in a northeasterly direction on the south and east sides of Vancouver Lake passing through the Lake Shore-Hazel Dell areas to a connection with SR 5 north of Salmon Creek. The total length is approximately 21 miles, however the Washington section is only about seven miles in length.

The intent of the freeway is to provide a west-side bypass of the Portland-Vancouver area as a relief for the interstate traffic on SR 5 and SR 205. In addition, it is intended to provide service to the industrial areas of Rivergate in Oregon and the Vancouver industrial area by not only connecting them to each other, but also providing a direct connection to the interstate highway system.

At an initial meeting with representatives of the Oregon Highway Department, it was determined that each State would prepare a scope of work for their portion of the project, assuming a full scale feasibility study was determined to be appropriate. Each State then reviewed the other's scope of work to assure that the two studies would be compatible.

In addition to the usual engineering studies to develop quantities and cost estimates, the studies also contemplated investigation into the areas of noise, air and water pollution, as well as consideration of social and economic factors. Considerable public involvement would also be utilized in order to develop a plan conforming to local goals and objectives. It was felt that a study of this magnitude would take approximately four years to complete.

The cost of this study for the Oregon portion was estimated by the Oregon Highway Department to be $950,000. We have estimated the cost for the Washington portion of the study to be $300,000.

Upon completion of the estimate, the Oregon Highway Department reviewed the proposed project with their Highway Commission for the purpose of obtaining a commitment to proceed with the study. After reviewing the proposal, the Oregon

Highway Commission decided they could not justify such an expenditure at this time, the reason being that funds for construction of the Rivergate Freeway would not be available for many years in the future.

This matter of funding is a very pertinent point to consider. The estimated cost of the Rivergate Freeway, in 1969 dollars, is $235,682,000. This is by far the most expensive project in the P-VMATS plan and is almost six times the cost of the next most expensive project. Funding a project of this magnitude, even if construction were staged, is not feasible in the foreseeable future.

Keeping cost in mind, there are a number of other points which should be considered and which lend support to the idea of not undertaking a full scale feasibility study at this time.

SR 5 is currently being updated to increase its capacity, and SR 205 is now funded and under construction. Both of these projects will have considerable impact on traffic patterns in the Portland-Vancouver area. In addition, the P-VMATS is in the process of updating traffic projections using new input to make their projections. All of these actions will have an impact on the Rivergate Freeway in the final evaluation.

Secondly, due to development and growth within the Rivergate Freeway corridor, it will be necessary for the Oregon Highway Department to reevaluate the proposed corridor and possibly propose alternate locations. It would not be wise for the State of Washington to undertake a unilateral action at this time which might not be compatible with future developments in Oregon.

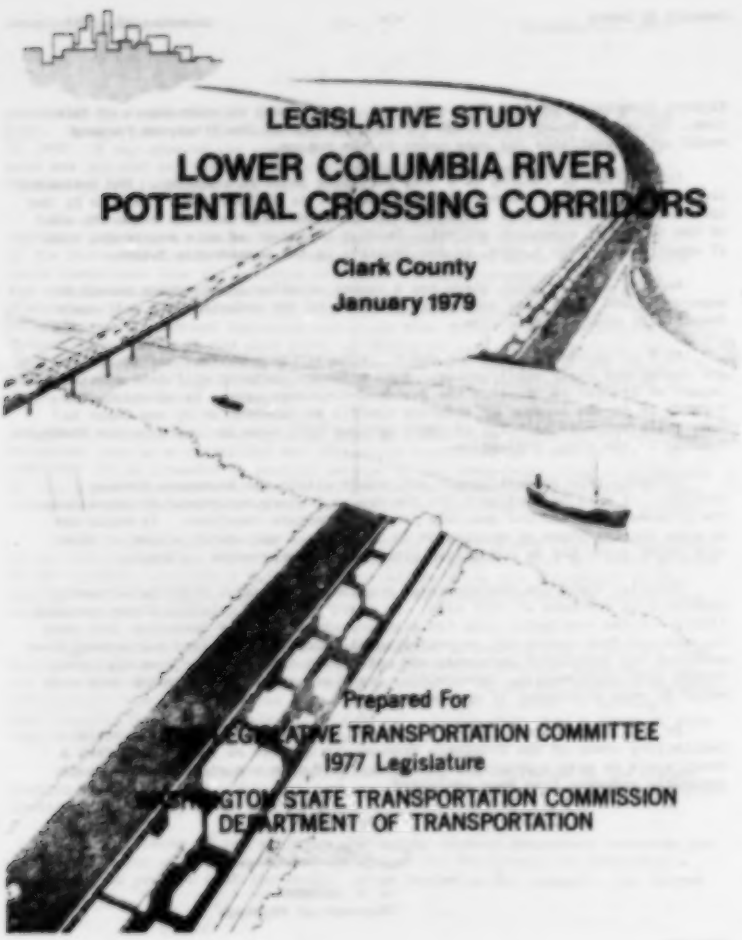
Finally, there are environmental considerations which might be extremely difficult to overcome at this time. In addition to the Columbia River crossing itself, on the Washington side the planning concept in the Vancouver Lake area has changed from industrial to recreational. Considerable land has already been reserved for recreation purposes; and until such time as other considerations become more overpowering, constructing the Rivergate Freeway through this area would be very difficult, if not impossible.

In consideration of the above factors, we recommend that a full scale feasibility study of the Rivergate Freeway not be made at this time. Such a study would be more appropriate at a later date when the effects of projects presently underway have been evaluated.

Sincerely,

G. H. ANDREWS
Director of Highways

GHA:jnp



LEGISLATIVE STUDY

LOWER COLUMBIA RIVER POTENTIAL CROSSING CORRIDORS

Clark County

January 1979

Prepared For

[illegible] LEGISLATIVE TRANSPORTATION COMMITTEE

1977 Legislature

[illegible]GTON STATE TRANSPORTATION COMMISSION

DEPARTMENT OF TRANSPORTATION

STATE OF WASHINGTON
Dixy Lee Ray
Governor

DEPARTMENT OF TRANSPORTATION KF-01
Highway Administration Building, Olympia, Washington 98504 206/753-6005

January 31, 1979

Senator Paul Conner, Chairman
Legislative Transportation Committee
House Office Building
Olympia, Washington 98504

Dear Senator Conner:

This study has been prepared in response to Substitute Senate Bill No. 2525, Chapter 235, Laws of 1977, First Extraordinary Session of the Washington State Legislature. Because of the limitation of funds and time, this study was confined to evaluating only the potential river crossing traffic demands and assignments to a selected number of potential crossing corridors.

The study determined the traffic demands for eight potential crossing corridors. The traffic volume forecasts shown in the report for the various crossing corridors represent total unrestricted vehicle demand.

The results of the analyses clearly indicate that to provide significant relief for the congested I-5 corridor will require an additional facility parallel to I-5 or a new crossing in either of the two westerly corridors studied, that is, the West 8th Street-North Portland Road Corridor or the Lower River Road-North Swift Boulevard Corridor.

The corridors studied between I-5 and I-205 divert traffic from both interstate routes. However, the amount of traffic diverted from I-5 for all but the Grand Boulevard-Union Avenue corridor is not sufficient to reduce the congestion on I-5 to an acceptable level. Any traffic diverted from I-205 is counterproductive since even with the do-nothing alternative, I-205 will still have excess capacity by the year 2000. The Lady Island corridor has very little affect on the I-5 traffic demands since over 90 percent of the traffic for this corridor is diverted from I-205.

Therefore, it is our recommendation that further study of the issue of additional Columbia River crossing facilities in the Portland-Vancouver urban area be continued. Further, it is our recommendation that a competent consulting firm be engaged to conduct a feasibility study of the potential crossing corridors which would include preliminary engineering, social, economic, and environmental analyses. The selected consultant shall coordinate his efforts with the agencies who are responsible for the regional transportation planning process in the Portland-Vancouver urban area, the Metropolitan Service District, and the Regional Planning Council of Clark County.

Sincerely,

W. A. BULLEY
Secretary of Transportation

WAB:jnp

69-036 O - 80 - 4

22

LEGISLATIVE STUDY

LOWER COLUMBIA RIVER

POTENTIAL CROSSING CORRIDORS

Clark County

January 1979

WASHINGTON STATE TRANSPORTATION COMMISSION
Ray Austin
Chairman

Virginia Gunby
Julia Butler Hansen
James G. Swinyard

Vaughn Hubbard
Robert L. Mikalson
Richard Odabashian

Commissioners

DEPARTMENT OF TRANSPORTATION
W. A. BULLEY
Secretary

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SUMMARY:

The purpose of this study was to determine the travel demands on potential new crossings on the lower Columbia River, specifically from Portland-Vancouver Urban Area to the Longview-Rainier vicinity. The traffic assigned to the potential corridors show travel demand without regard for the limited capacities of the support and connecting streets and roadways on either side of the river or on the crossing facilities proper.

If improvements are not made to provide for additional capacity on the connecting streets and roadways the traffic shown in this report for the potential crossing corridors would not materialize. Much of the divertable traffic from the congested I-5 corridor would not transfer to the new crossing corridor and forced flow conditions would continue and worsen in the I-5 corridor. Further study and evaluation will be performed as a continuation of this study. Solutions for these capacity problems will have to be formulated before any new crossing could be expected to relieve the congestion in the I-5 corridor.

The two corridors west of I-5, West 8th St. - North Portland Road, Lower River Road - North Swift Blvd. and the addition of a parallel facility within the I-5 corridor proper show the greatest potential for relieving congestion on the existing I-5 Bridge. These corridors would have no effect on the I-205 Bridge traffic.

The corridors tested between I-5 and I-205 divert traffic from both interstate crossings. The traffic diverted from I-5, however, is not of the same magnitude as those corridors west of I-5. Since I-205 will not be utilized to full capacity by the year 2000 any traffic diverted from it is superfluous.

The Lady Island corridor has little effect on I-5. Its major traffic volume was diverted from the I-205 Bridge.

The results of the year 2000 traffic assignments indicate that if no additional crossing facilities were provided the I-5 bridge will be overloaded 30% beyond its capacity and the I-205 crossing will be utilized only to 60% of its capacity. The SR-433 bridge at Longview will have a demand traffic volume 70% greater than its capacity.

AUTHORITY:

A feasibility study for an additional transportation facility to cross the Columbia River in the Portland-Vancouver vicinity was included in the 1977 Washington State Legislature's Omnibus Study Bill (Chapter 235, Laws of 1977). The only portion of this study funded thus far by the Legislative Transportation Committee is the traffic demand section including potential for public transportation. The Washington State Department of Transportation has been directed to carry out this task.

SCOPE:

The total scope of the study as directed by the Washington State Legislature shall include the potential need for and the engineering, social, economic, environmental, and financial feasibility of an additional transportation facility across the Columbia River between Clark County Washington and Oregon. The study shall include forecasts and analyses of regional population growth, feasibility of various potential locations for such a facility, and its potential as a corridor for public transportation.

Due to the funding and time constraints on this project only the first stage will be completed as part of this report. The first stage shall include the selection of the corridors to be studied; the assignment of base year and year 2000 traffic volumes and an evaluation of the effect on the existing bridge crossing traffic.

Some basic assumptions for this study are; (1) that transportation costs, on a percentage basis of total expendable income, will remain constant to the year 2000; (2) private vehicles and fuel to power them will be available, and; (3) transit service of an improved quality will be in use.

A study group consisting of Columbia Region Association of Governments (CRAG) technical advisory committee members or their representatives has been established to participate in the selection and evaluation of the crossing sites to be studied. This committee is made up of representatives from affected jurisdictions from both sides of the River.

Evaluations from these jurisdictions concerning each corridor studied are a part of this report. The Summary of this report contains a recommendation as to which crossing corridors if any should be considered for further more detailed study to include the total engineering, social, economic, environmental and financial feasibility studies.

STUDY PROCEDURE:

The basic analyses data for the majority of this report was developed by the CRAG, the designated transportation planning agency for the Portland-Vancouver area. In cooperation with the WSDOT present day traffic volumes were simulated and assigned by CRAG to each of the specific transportation networks containing the alternate corridor crossings. The neutral land use plan for the year 2000 was used to develop population and employment forecasts as a basis for the year 2000 travel demand forecasts.

For the purposes of this study forecasted traffic demand volumes were assigned to each alternate crossing corridor without taking into account the ability of the connecting arterial street and highway systems to handle the additional traffic. These connecting facilities were assumed to be existing surface arterial streets or highways. No new freeway type facilities were considered as a part of the connecting facilities for any of the crossing corridors studied. Recognizing the present level of congestion on some of these connecting facilities and the probability of growing congestion in the future, it would be very difficult for the connecting street and highway systems to absorb the added traffic from the river crossing corridors. Substantial improvements to some of these connecting facilities would have to be made. Without these improvements the alternate crossing corridors studied would not be able to attract traffic to the forecasted level and I-5 would remain a highly congested facility operating under forced flow conditions.

Some adjustments to the year 2000 traffic assignments for the crossing sites were made to account for the probable land use changes which would take place at or near the crossing sites and due to more positive mode choice proposals than had been assumed by CRAG for the year 2000 trip assignment. CRAG will be developing and testing several alternate year 2000 land use plans and transportation network configurations which may include alternate crossing sites of the Columbia River as well as alternate mode systems. This more sophisticated information, however, will not be available until mid-1979 or later and could be used to update the selected information from this initial study in subsequent phases of the total study.

The analysis data for the Woodland-St. Helens crossing corridor was derived from previous existing Department of Transportation origin-destination information adjusted to present day conditions and projected to the year 2000.

CORRIDOR STUDY LOCATIONS:

General:

The corridors selected for consideration in this study in some instances have been analyzed earlier as a part of the I-205 location process, or were corridors which have shown considerable potential for diversion of traffic from the existing I-5 corridor in earlier CRAG transportation systems evaluations.

The Lady Island and the Woodland-St. Helens corridors were selected to determine the potential for river crossing facilities further removed from the immediate Portland-Vancouver area.

All crossing corridors studied assumed a capacity of at least 4 lanes. The capacities of the connecting facilities at each end of the crossing corridor are compatible with those of the particular corridor. These connecting facilities are assumed to be existing surface arterial streets or highways. No new freeway type facilities have been considered as a part of the connecting facilities for any of the crossing corridors studied. Since construction work on the I-205 Interstate Bridge is now underway, this crossing as well as the existing I-5 Interstate Bridge and the SR 433 Bridge between Longview, Washington and Rainier, Oregon is included as a part of each network tested.

Transit:

The base year 1977 person transit trips across the Columbia River in the Portland-Vancouver metropolitan area amount to less than 1% of the total crossing trips and this percentage is reflected in all of the crossing corridors. For the year 2000 transportation network an extension of the existing rubber tired transit system on both sides of the River was assumed. However, the final traffic volume and transit trips shown for each corridor crossing assumes a more vigorous transit split as well as an increase in the number of car pools and van pools. The year 2000 population and employment distributions used on this study show a dramatic increase in employment opportunities on the Clark County side of the river. Because of this the percentage of work trips desiring to cross the River is reduced which in turn results in a reduction of the potential for transit work trips. However, the overall percentage of transit trips for the year 2000, is still higher than for 1977 and varies from 3% to 6%, depending on the location of the crossing corridors.

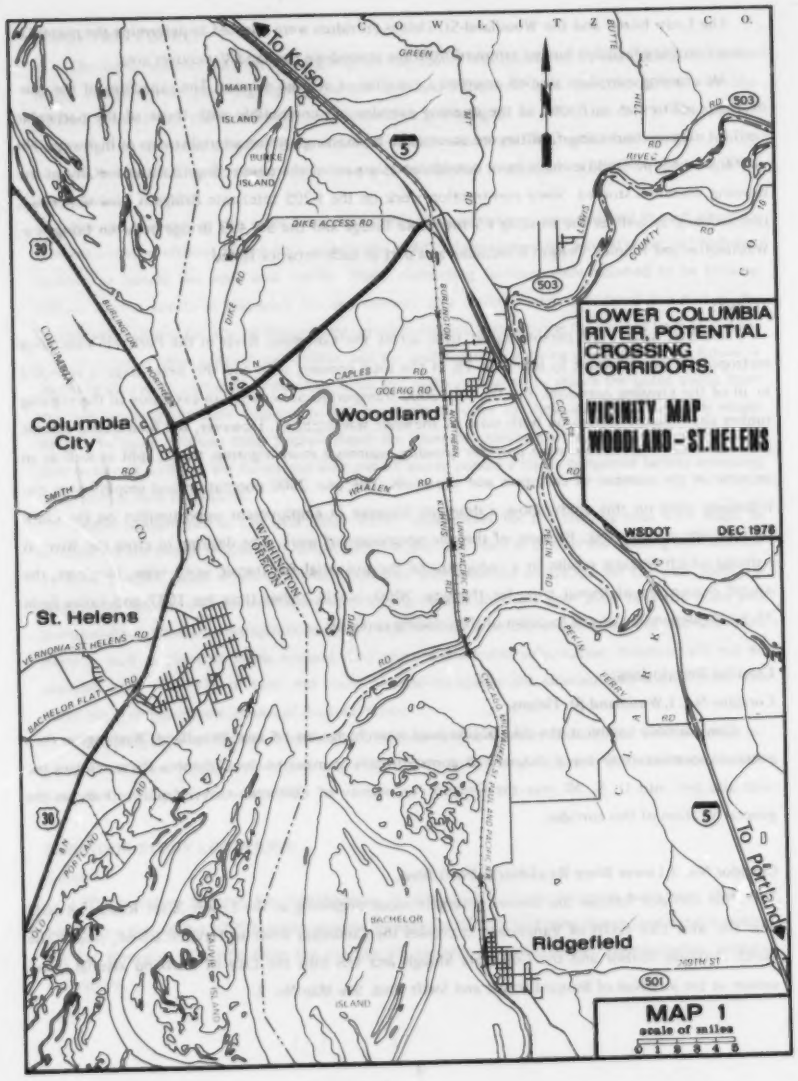
Corridor Descriptions:

Corridor No. 1, Woodland-St. Helens

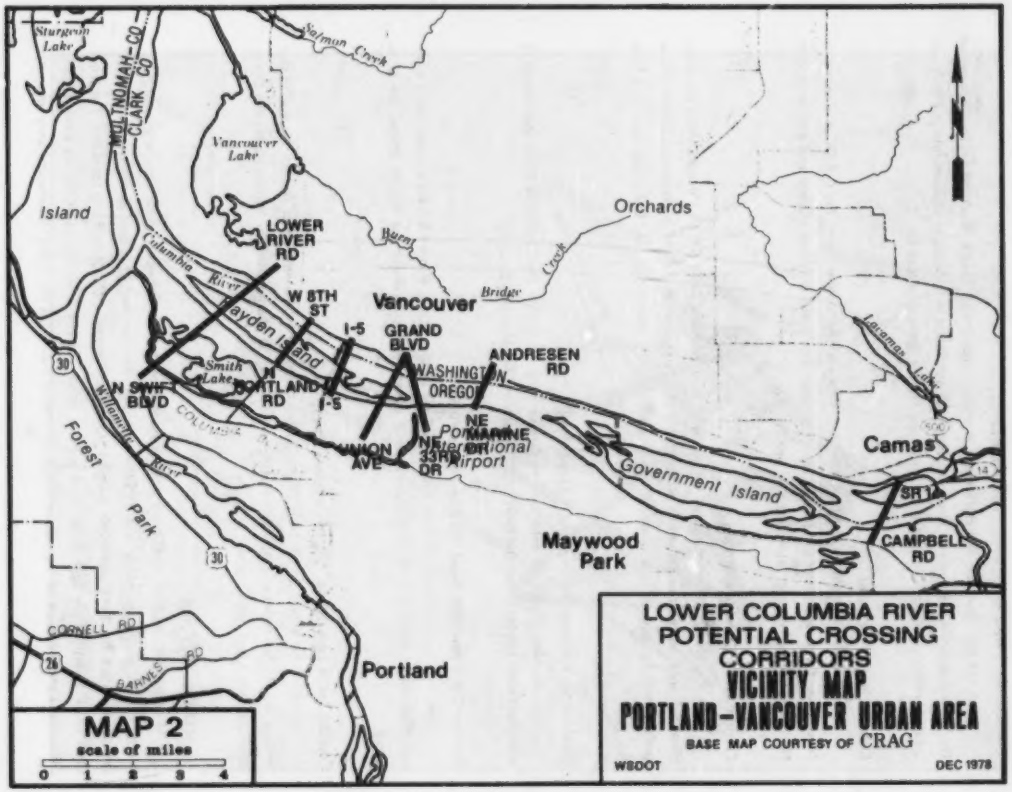
This corridor begins at the dike access road interchange on I-5 near Woodland, Washington then proceeds southwesterly for a distance of approximately 3 miles to the Columbia River, crosses the river and ties into U. S. 30 near the Oregon community of Columbia City. Map No. 1 shows the general location of this corridor.

Corridor No. 2, Lower River Road-North Swift Blvd.

This corridor follows the former Rivergate route beginning at the Lower River Road (SR-501) near the west city limits of Vancouver. It crosses the Columbia River to Hayden Island, crosses the North Portland Harbor and the Columbia Slough and ties into the City of Portland arterial street system at the junction of Burgard Street and Swift Blvd. See Map No. 2.


To Kelso
To Portland
Columbia City
Woodland
St. Helens
Ridgefield
LOWER COLUMBIA RIVER, POTENTIAL CROSSING CORRIDORS.
VICINITY MAP
WOODLAND - ST.HELENS
WSDOT DEC 1978
MAP 1
scale of miles
0 1 2 3 4 5

5 - 08 - 035 - 0 - 68


Sturgeon Lake
Salmon Creek
MULTNOMAH CO
CLARK CO
Vancouver Lake
Island
Orchards
LOWER RIVER RD
Burnt Bridge Creek
Columbia River
W 6TH ST
Vancouver
I-5
GRAND BLVD
ANDRESEN RD
Hayden Island
Smith Lake
N PORTLAND RD
WASHINGTON
OREGON
N SWIFT BLVD
I-5
NE MARINE DR
Portland International Airport
Willamette River
Forest
UNION AVE
NE 33RD DR
Camas
Government Island
SR 14
Maywood Park
CAMPBELL RD
Park
CORNELL RD
BARNES RD
Portland
MAP 2
scale of miles
0 1 2 3 4
LOWER COLUMBIA RIVER
POTENTIAL CROSSING
CORRIDORS
VICINITY MAP
PORTLAND-VANCOUVER URBAN AREA
BASE MAP COURTESY OF CRAG
WSDOT
DEC 1978

Corridor No. 3 West 8th St.-North Portland Road

This corridor parallels the Burlington Northern and Union Pacific Railroad bridge crossing of the Columbia River west of I-5. The route begins at 8th Street in Vancouver and ties into the Portland arterial street system at North Portland Road and Marine Drive. See Map No. 2.

Corridor No. 4 I-5 Parallel

Corridor No. 4 is the existing I-5 corridor. This corridor beginning in the C.B.D. of Vancouver crosses the Columbia River to Hayden Island, crosses the North Portland Harbor and connects with Northeast Union Ave. and Interstate Ave. See Map No. 2.

Corridor No. 5 Grand Blvd.-Union Ave.

This corridor is an extension of Grand Blvd. in Vancouver from SR 14 through the Vancouver Shipyard area, across the Columbia River to the Portland arterial system at Northeast Marine Drive and extends further on new alignment to a junction with Union Ave. and Columbia Blvd. See Map No. 2.

Corridor No. 6 Grand Blvd.-Northeast 33rd Drive

This corridor is also an extension of Grand Blvd. It crosses the Columbia River and connects with Northeast Marine Drive and Northeast 33rd Drive. See Map No. 2.

Corridor No. 7 Andresen Road-Northeast Marine Drive

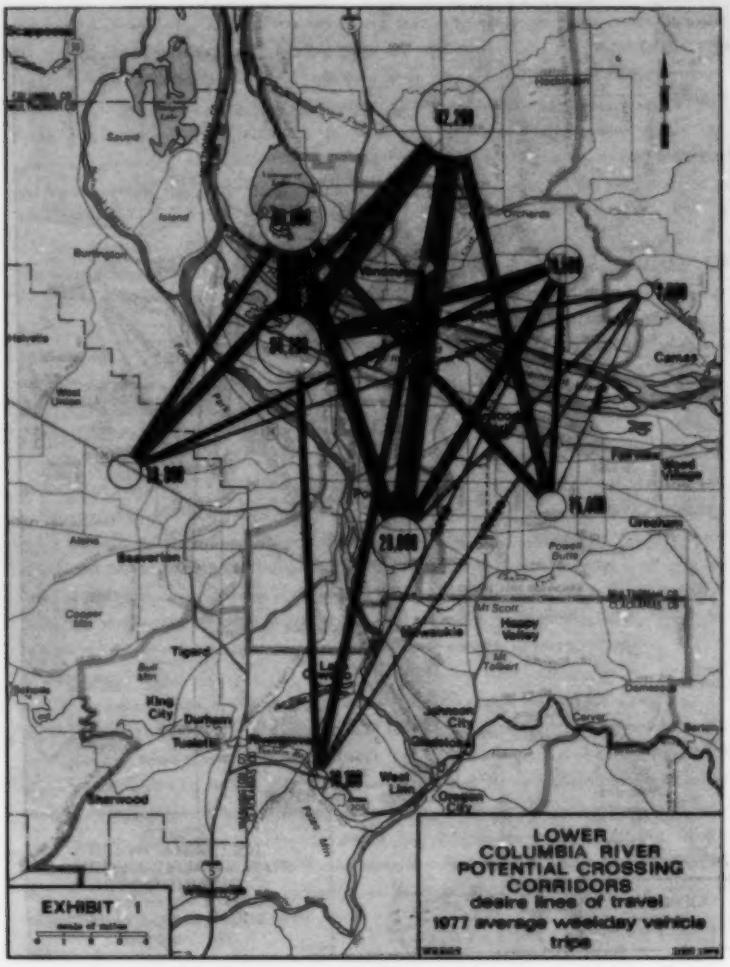
This corridor is an extension of Andresen Road in Vancouver. From SR 14 it crosses the Columbia River and connects with Portland's arterial street system at Northeast Marine Drive. See Map No. 2.

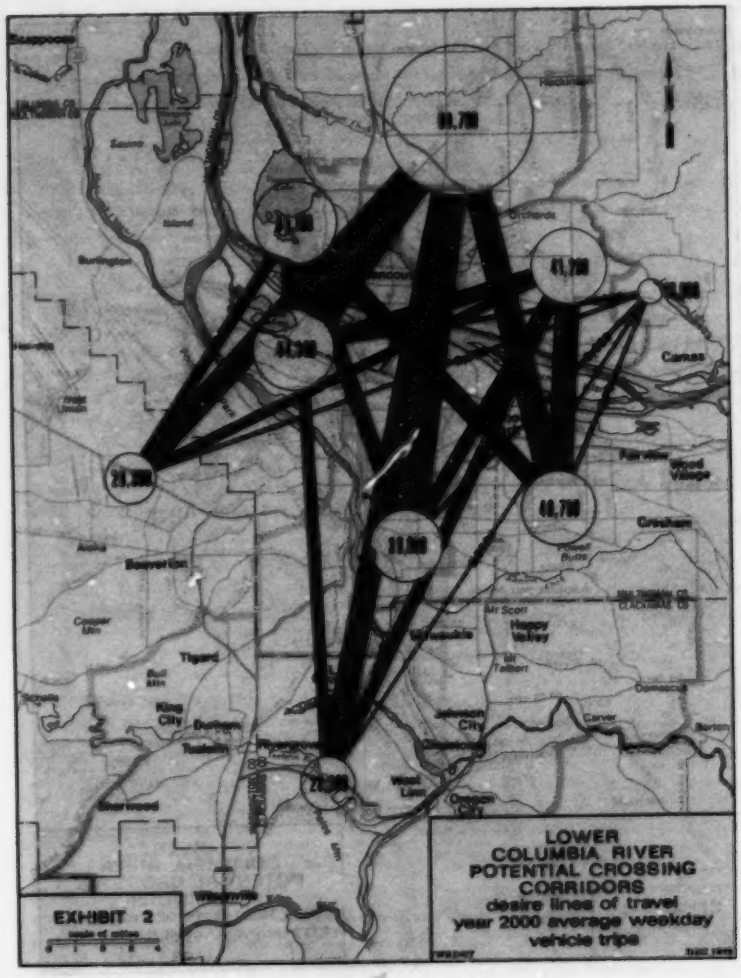
Corridor No. 8 Lady Island, (SR 14-Campbell Road)

This corridor begins at SR 14 on Lady Island, crosses the Columbia River and connects with the arterial street and highway system of Multnomah County at the junction of Northeast Marine Drive and Campbell Road. See Map No. 2.

Travel Desires 1977-2000:

The base year (1977) traffic volume recorded crossing the Columbia River via the Interstate 5 Bridge for an average weekday was 105,000 vehicles. The number of transit person trips made per average weekday for 1977 was 1,000. Exhibit No. 1 depicts total 1977 vehicle trip crossings. The trips from Clark County were aggregated to 4 general areas; (1) the CBD and surrounding area of Vancouver, (2) the area east of Vancouver centered around I-205, (3) the Camas-Washougal area, and; (4)


LOWER
COLUMBIA RIVER
POTENTIAL CROSSING
CORRIDORS
desire lines of travel
1977 average weekday vehicle
trips
EXHIBIT 1


LOWER
COLUMBIA RIVER
POTENTIAL CROSSING
CORRIDORS
desire lines of travel
year 2000 average weekday
vehicle trips
EXHIBIT 2

the north portion of Clark County. The trips to and from Oregon were aggregated to 5 general areas, (1) Hayden and Swan Islands, St. Johns and the area immediately west of I-5, (2) the CBD of Portland, the near east side, and some areas both north and south of the CBD, (3) east Portland including the Troutdale and Gresham area, (4) the southern portion of the study area including Oregon City and Tualatin, and; (5) the western portion of the study area including Beaverton, Hillsboro and Forest Grove. The major desires of the 1977 travel patterns show a demand between the CBD's of Portland and Vancouver and surrounding areas and between the northern portion of the study area and the industrial part of Portland centered at Swan Island.

The desire lines for the year 2000 are depicted in Exhibit No. 2. The same general areas for trip aggregations as have been used for the base year desire line were used for the year 2000 conditions. The total vehicles desiring to cross the Columbia River in the Portland-Vancouver Urban area by the year 2000 are estimated to be 180,000 for an average weekday. The number of transit person trips crossing the Columbia River by the year 2000 are estimated to be 15,000 per average weekday. These transit person trips are not included in the year 2000 desire line display.

Traffic Demands for Alternate Crossings:

Table No. 1 is a summary of the Base Year traffic demands for all crossing corridors studied. It shows 1977 traffic demands for each corridor as well as the traffic remaining on the existing bridge crossings of I-5 and SR 433. The traffic demands on I-205 are also shown for each corridor studied.

Capacities for the existing bridges and potential new crossing corridors were calculated for uninterrupted flow conditions for level of service "E". For I-5, a six lane facility, the capacity is 8,200 vehicles during the peak hour at level "E', which translates to an average weekday total daily capacity of 90,000 vehicles. For SR 433, a two lane facility, the capacity is 1,600 vehicles during the peak hour at level "E" which translates to an average weekday total daily capacity of 16,000 vehicles. For I-205, an eight lane facility, the capacity is 11,400 vehicles during the peak hour at level "E", which translates to an average weekday total daily capacity of 114,000 vehicles. All potential crossing corridors which are a part of this study were assumed to be four lane facilities with capacities of 6,500 vehicles during the peak hour at level "E", which relates to an average weekday total daily capacity of 65,000 vehicles. The volume to capacity (V/C) ratios were calculated for each potential crossing corridor, for the existing bridges, and for I-205. These V/C ratios are shown as a portion of Table No. 1.

Table No. 2 is a summary of the year 2000 traffic demands and V/C ratios for all crossing corridors studied, as well as the traffic remaining and V/C ratios for the existing bridge crossings of I-5 and SR 433 and for I-205. Capacities identical to those used for each crossing corridor for the base year were used for the year 2000 condition.

TABLE 1
SUMMARY 1977 CONDITIONS
LOWER COLUMBIA RIVER POTENTIAL CROSSING CORRIDORS

POTENTIAL CORRIDORS	1977 AWD TRAFFIC ON POTENTIAL CORRIDORS			1977 AWD TRAFFIC REMAINING ON EXISTING CROSSING SITES								
				I-5			I-205			SR 432		
	TRANSIT PERSON TRIPS	VEHICLE TRIPS	V/C	TRANSIT PERSON TRIPS	VEHICLE TRIPS	V/C	TRANSIT PERSON TRIPS	VEHICLE TRIPS	V/C	TRANSIT PERSON TRIPS	VEHICLE TRIPS	V/C
Woodland - St. Helens	*	6,000	0.1	1,000	74,000	0.8	*	27,000	0.2	*	11,000	0.7
Lower River Road - N. Swift Blvd.	*	19,000	0.3	1,000	59,000	0.7	*	27,000	0.2	*	13,000	0.8
W. 8th St. - N. Portland Road	*	26,000	0.4	1,000	50,000	0.6	*	27,000	0.2	*	13,000	0.8
I-5 Parallel	1,000	24,000	0.4	1,000	53,000	0.6	*	27,000	0.2	*	13,000	0.8
Grand Blvd. - Union Ave.	*	14,000	0.2	1,000	65,000	0.7	*	26,000	0.2	*	13,000	0.8
Grand Blvd. - N. E. 33rd Drive	*	11,000	0.2	1,000	70,000	0.8	*	24,000	0.2	*	13,000	0.8
Andresen Road - N. E. Marine Drive	*	9,000	0.1	1,000	75,000	0.8	*	21,000	0.2	*	13,000	0.8
Lady Island (SR 14 - Campbell Road)	*	7,000	0.1	1,000	77,000	0.9	*	21,000	0.2	*	13,000	0.8
DO NOTHING	–	–	–	1,000	78,000	0.9	*	27,000	0.2	*	13,000	0.8

* Minor Movements

TABLE 2
SUMMARY YEAR 2000 CONDITIONS
LOWER COLUMBIA RIVER POTENTIAL CROSSING CORRIDORS

POTENTIAL CORRIDORS	2000 AWD TRAFFIC ON POTENTIAL CORRIDORS			2000 AWD TRAFFIC REMAINING ON EXISTING CROSSING SITES								
				I-5			I-205			SR 433		
	TRANSIT PERSON TRIPS	VEHICLE TRIPS	V/C	TRANSIT PERSON TRIPS	VEHICLE TRIPS	V/C	TRANSIT PERSON TRIPS	VEHICLE TRIPS	V/C	TRANSIT PERSON TRIPS	VEHICLE TRIPS	V/C
Woodland - St. Helens	0	17,000	0.3	9,000	105,000	1.2	5,000	64,000	0.6	1,000	22,000	1.4
Lower River Road - N. Swift Blvd.	2,000	35,000	0.5	8,000	87,000	1.0	5,000	64,000	0.6	1,000	27,000	1.7
W. 8th St. - N. Portland Road	3,000	52,000	0.8	6,000	71,000	0.8	5,000	64,000	0.6	1,000	27,000	1.7
I-5 Parallel	4,000	46,000	0.7	6,000	70,000	0.8	5,000	64,000	0.6	1,000	27,000	1.7
Grand Blvd. - Union Ave.	3,000	27,000	0.4	8,000	94,000	1.0	5,000	61,000	0.5	1,000	27,000	1.7
Grand Blvd. - N. E. 33rd Drive	2,000	18,000	0.3	9,000	107,000	1.2	4,000	56,000	0.5	1,000	27,000	1.7
Andresen Road - N. E. Marine Drive	2,000	20,000	0.3	10,000	112,000	1.2	4,000	49,000	0.4	1,000	27,000	1.7
Lady Island (SR 14 - Campbell Road)	1,000	16,000	0.2	10,000	115,000	1.3	4,000	51,000	0.4	1,000	27,000	1.7
DO NOTHING	–	–	–	10,000	116,000	1.3	5,000	64,000	0.6	1,000	27,000	1.7

APPENDIX A

Comments From

Participating Agencies

Port of Portland

Box 3529 Portland, OR 97208
503/233-8331
TWX 910-464-6151

Offices also in Hong Kong, Manila, Seoul, Singapore, Sydney, Taipei, Tokyo, Chicago, Pasco, Washington D.C.

October 10, 1978

Bernard C. Koontz
Transportation Studies Engineer
Public Transportation
& Planning Division
Washington State Dept. of Transportation
Highway Administration Building
Olympia, WA 98504

COMMENTS ON COLUMBIA RIVER THIRD BRIDGE CORRIDORS

The Port has completed an initial review of the corridor alternatives you presented to us at our meeting on August 17. As you requested, this letter will only focus upon Federal Aviation Administration regulations and other airport operation considerations which could affect several of the proposed routings. The Port does have additional interests in other bridge crossing routes, including those near the Rivergate Industrial District, that will not be expressed in this letter.

Portland International Airport

Two of the proposed crossings, at Andresen Boulevard and at Grand Boulevard could pose operating conflicts with the Portland International Airport, which is owned and operated by the Port of Portland.

In order to connect with Portland's surface streets (probably N.E. 33rd Avenue) and to avoid conflict with the airport runways, you indicate that the Andresen crossing alternative would probably require an alignment passing to the south and west from Andresen Boulevard and Washington SR-14. In consideration of Federal Aviation Administration Part 77 Regulations relevant to Objects Affecting Navigable Airspace, a map has been prepared (see Map 1) which shows the height above sea level to which any object may rise in the airport vicinity. Within the clear zones and approach areas, roadways other than interstate highways must remain 15 feet below these maximums. These airspace dimensions could also affect the Grand Boulevard crossing which the map also shows.

Operating constraints on the Andresen crossing are also imposed by the Approach Lighting System (ALS) for PIA runways. No object may penetrate an imaginary line of sight connecting the light standards. Again, any noninterstate roadway must pass 15 feet below the ALS line of sight.

In addition to the height restrictions affecting roadway design, it is also important to remember that the entire PIA area is 17 to 18 feet above sea level and is protected from flooding by dikes. Any future bridge and approach must meet its own flood protection needs and respect the existing control system.

Additional important considerations concern the Instrument Landing System on Runway 10L at Portland International Airport and a potential instrument approach to Runway 7 at Portland-Troutdale Airport. As was the case with the Interstate 205 bridge crossing, any proposed plans for a new structure would require transmittal to the FAA for an airspace evaluation. This study would determine any possible implications of a proposed structure on the FAR Part 91 instrument approach procedures for operations on existing and proposed instrument equipped runways.

Finally, the Andresen crossing would inevitably require Port of Portland property for necessary approaches and road rights-of-way. The highway land take must be weighed against existing Port policies regarding PIA. The Port Commission has consistently held that airport property be reserved for aviation requirements. The PIA Master Plan airport alternatives, now in preparation, have designated the extreme western tract of PIA for airport-related uses.

Portland-Troutdale Airport (PTA)

The proposed Lady Island crossing could be restricted by the approach and clear zone for Runway 7 at Portland-Troutdale Airport. Should the approach roadway for a bridge crossing be aligned along Campbell Road, east of the airport, attendant structures would become an obstruction to aircraft operations should they exceed 173.5 feet above mean sea level. In addition, a clearance of 15 feet would be required for a roadway within this area. This would restrict the elevation of roadways to 158.5 feet above mean sea level. This area begins approximately 1,500 feet north of I-80N and extends to a point approximately 3,500 feet north of I-80N. An additional area surrounding PTA, including almost all of Lady Island, limits heights of structures to 187.5 feet above mean sea level before they become obstructions to navigation.

68-036 O - 80 - 6

Summary

In reviewing the various corridor alternatives, the following summary comments are in order. The Andresen crossing presents a number of severe conflicts with aircraft operations at PIA. Additional constraints due to PIA and PTA air operations could be placed on Lady Island or Grand alignments.

I hope that these comments are helpful to you in preparing your report on the bridge alignment alternatives. We look forward to participating in future meetings of the Oregon committee which is advising WDOT and to receiving a copy of the final report. If I can be of further assistance, please write or call at 233-8331, extension 426.

Ken Johnson
Planning Manager

Enclosure

P9J

MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES
[illegible]
DIVISION OF PLANNING AND DEVELOPMENT
[illegible]

COUNTY COMMISSIONERS
DON CLARK, Chairman
DAN McCALL
ALICE CORBETT
DENNE BUCHANAN
MEL GORDON

December 26, 1978

Mr. Bernard Koontz
Washington State Dept. of Transportation
Highway Administration Bldg.
Olympia, Washington 98504

Dear Mr. Koontz:

This letter is in response to the "Lower Columbia River Potential Crossing Corridor Report".

Recent federal policy strongly states that jurisdictions should look to improving the existing road system rather than building new high capital facilities to accommodate more auto travel. Also, the two bridges (I-5 and I-205) seem capable of handling the year 2000 projected traffic.

It is thought best to plan early for an eventual third bridge. However, in this changing environmental, land use and energy situation, early planning of site location is likely to prove to be irrelevant and a disadvantage to any long-term future project.

Since transit service within Clark County as well as between the Oregon metropolitan area and Clark County is skimpily provided, it would seem more appropriate to look at better transit operations and explore shared-ride and HOV lane opportunities.

Corridors 5 through 8 intersect with Multnomah County roads. Attached please find the County adopted "Functional Classification of Trafficways Map". Please note 223rd Avenue is designated as a Major Collector, Marine Drive is designated as a Scenic Route to 33rd Drive and as a Minor Collector to I-5, 33rd Drive is a Local Service Street. None of these streets has a designation compatible to connect to a bridge to Washington State. Thus, any such connection would be inconsistent with the Multnomah County Comprehensive Plan.

Sincerely yours,

Bebe Rucker

BEBE RUCKER
Senior Planner

BR:im
Encl.

AN EQUAL OPPORTUNITY EMPLOYER

Department of Transportation
TRANSPORTATION BUILDING, SALEM, OREGON 97310

December 28, 1978

Mr. William A. Bulley
Secretary of Transportation
Washington Department of Transportation
Highway Administration Building, KF01
Olympia, Washington 98504

Dear Bill:

Representatives of your Public Transportation and Planning Division requested that the Oregon Department of Transportation review and comment on the "Lower Columbia River Potential Crossing Corridor" study performed by your Department.

Our staff has indicated that the total trips forecasted for the year 2000 (180,000 ADT) and the calculated capacity for the I-5 and I-205 bridges (200,000 ADT) are very close to those that we have previously utilized in our I-205 analyses. Additionally, staff review indicates that the trip distribution between the I-205 and I-5 bridges for the year 2000 is reasonable for the broad analysis performed. It appears reasonable to conclude with the forecasted distribution of trips that by the year 2000, given the assumptions utilized in the study, that the I-5 bridge will be severely congested with excess capacity available on the I-205 crossing.

Using the information developed by WDOT, we conclude that in order for any additional crossing to have any dramatic effect in reducing congestion on the I-5 bridge, the additional facility will have to be located adjacent to the existing I-5 facility or within some reasonable proximity to the existing bridge. Also, we conclude from the study that for a third bridge to address the problem of alleviating congestion on the existing I-5 bridge, additional linkages and improvements to the region's arterial system on both sides of the river would have to take place. It is widely recognized that the current I-5 facility in Oregon and parallel routes are not capable of handling any significant increase in traffic. We are concerned that any major system improvements needed to tie into any of the third bridge alternatives would be greatly expensive and would result in significant social, environmental, and economic impacts.

Because of the importance of the needed system, wide support for any additional river crossings and the need to analyze alternatives such as additional transit capacity in the I-5 and I-205 corridors to address this problem, it is recommended that this issue be incorporated

as a priority in the regional transportation planning process for further resolution.

Thank you for the opportunity to review and make comments on the draft report.

Sincerely,

F. D. Klaboe, Assistant
Director for Operations

cc: Bernard C. Koontz
Transportation Studies Engineer
Washington Department of Transportation

THE CITY OF
PORTLAND
OREGON

NEIL GOLDSCHMIDT
MAYOR

OFFICE OF
PLANNING AND DEVELOPMENT

BUREAU OF
PLANNING

424 S.W. MAIN STREET
PORTLAND, OR 97204

ZONING
248-4250

COMPREHENSIVE
PLANNING
248-4260

TRANSPORTATION
PLANNING
248-4254

SPECIAL
PROJECTS
248-4509

ADMINISTRATION
248-4253

January 9, 1979

Mr. Bernard Koontz
Transportation Studies Engineer
Public Transportation and Planning Division
Highway Administration Building
Olympia, WA 98504

Dear Bernie:

The Bureau of Planning appreciates the opportunity to provide technical comments on the Washington Department of Transportation's Lower Columbia River Potential Crossing Corridors Study. Bureau staff understands that the objective of the first stage of the study is to determine the effectiveness of another bridge facility between Washington and Oregon, in the vicinity of the cities of Vancouver and Portland.

In reviewing the traffic assignment work accomplished by the CRAG staff regarding alternative possible crossing corridors, it is apparent that the maximum benefit afforded the existing I-5 corridor is either through construction of a bridge facility parallel to the existing I-5 bridge or perhaps in the area of Rivergate. Other potential bridge crossings located further from the existing I-5 corridor do not appear to provide considerable diversion of traffic from the latter. However, what is somewhat surprising to staff is that even at these two locations, the assignments do not seem to indicate extremely high levels of additional traffic, i.e., not at levels which would point to the need for an additional four or six lane facility.

The City's adopted Arterial Streets Classification Policies (ASCP) were developed on the assumption that a third (beyond I-5 and I-205) river crossing is not a potential opportunity. This assumption was made in part due to the lack of federal financing for additional and substantial segments to the Interstate system. More important, however, the classification policies were developed in response to the analysis for the potential of the necessary regional highway linkages which a third river crossing would require. Nowhere in North or Northeast Portland did there appear to be either existing highway linkages (and capacity) or potential corridors for new highway linkages to serve such a bridge, without substantial impact upon existing residential and industrial neighborhoods. Of course, the ASCP could be altered if an additional bridge is eventually defined and justified, but the policies clearly imply the need for significant concomitant investment in

highway facilities to serve the new bridge. I presume that this would be true on the Washington side of the river as well. In short, the ASCP lead to the conclusion that additional efforts should be undertaken which try to maximize the utility of the existing I-5 bridge, since such improvements would presumably not inflict severe disruption and displacement upon Portland neighborhoods.

This leads to considerations of how the effective capacity of the I-5 bridge might be increased and to related methods of reducing the existing congestion levels associated with the bridge crossing. (I am aware that assumptions about increased transit usage were made in the Study.) As you are aware, the Oregon Department of Transportation is currently undertaking both project and study activities on I-5, in terms of both highway and transit improvements. The Slough Bridge project, the ramp metering study, and the more short-term effects of the City of Vancouver and Tri-Met are all elements which should be given very close scrutiny in terms of their forecast abilities to diminish traffic congestion through encouragement and support of alternative transportation modes and greater efficiencies in the operation of the I-5 corridor.

I believe a summary of our comments regarding this initial study effort comprises the following:

1. A third crossing of the Columbia River is a project which currently has no financial commitment, and for which a financial commitment (certainly from the federal government if not state governments) does not appear to forthcoming in the near-term. At the same time, an additional bridge would represent a very substantial capital investment which would require a very strong justification.

2. Clearly, a third crossing of the Columbia would require a substantial investment in additional highway linkages on both the Oregon and Washington sides of the river since existing highway facilities are already largely utilized and there is not sufficient capacity on existing local street systems. Again, the federal assistance with the necessary highway facilities leading to and from a third bridge does not currently appear to be available from any existing federal programs.

3. The City's adopted Arterial Street Classification Policy does not describe a third corridor for regional trips (including a third bridge) beyond the I-5 and I-205 routings, a policy developed in part on the basis of the aforementioned understanding of available federal funding assistance, and in large part on the basis of an attempt to both encourage the more effective use of existing corridors and the

minimization of traffic disruption in developed City neighborhoods.

4. The analysis for future river crossings accomplished as part of the Study appears to reinforce the current I-5 location as the point where future demand will substantially increase, which is logical in light of the I-5 bridge location vis-a-vis existing and future residential and employment concentrations and growth.

5. It is apparent that any number of methods and techniques for improving both the person-carrying capacity and operating efficiency of the existing I-5 corridor have not been fully explored and/or demonstrated by the agencies and jurisdictions involved, even though various efforts are currently underway or are about to be initiated.

6. Due to capital cost implications of a third bridge and related highway improvements, the land use implications of a third bridge crossing, the uncertainty about the benefits to be realized from current capital projects and Transportation System Management (TSM) study effort, further study of a third bridge should be held in abeyance until the results of these efforts are more clearly understood.

Basically, while we recognize the interest on the part of some in pursuing a third bridge crossing at this time, it is our conclusion that until we have carefully considered all opportunities for more effectively and economically utilizing our existing investment, further development of the third bridge should be delayed.

Thank you for the opportunity to comment, and we look forward to working with the Washington Department of Transportation in the future.

Sincerely,

Douglas Wright
Director

cc: Mayor Goldschmidt
Mike Lindberg, OPD
Ted Spence, ODOT
Bill Ockert, MSD
Bebe Rucker, Multnomah Co.

DW/bj

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January 26, 1979

Bernard C. Koonts
Transportation Studies Engineer
Public Transportation and
Planning Division
Washington State Department of
Transportation
Highway Administration Building
Olympia, WA 98504

ADDITIONAL COMMENTS ON COLUMBIA RIVER THIRD BRIDGE CORRIDORS

We have received the Legislative Study on Lower Columbia River Potential Crossing Corridors and offer the following comments in review. This letter is intended to supplement our October 10 comments which examine the physical constraints on bridge crossing routes near Portland International and Portland-Troutdale airports.

Travel Demand Forecasting

Your January 1979 study contains an assessment of travel demands along potential bridge crossings of the Columbia River. We understand that projected travel desires for the year 2000 were obtained from current Metropolitan Service District studies. However, we are not comfortable with the techniques used to assign these desires to specific bridge corridors. If, as you stated, the assignments were made with "no regard for the capacity of connecting roadways," then the results of your study could lead to potentially misleading conclusions.

For example, the Rivergate bridge corridor, which received the highest projected demand in your analysis, does not have a system of supporting roadways in Oregon to satisfy this demand and feed the bridge traffic. The "desires" which a Rivergate bridge corridor satisfies are indicative of the heavy circumferential travel that MSD is projecting (in this case from Clark to Washington counties) by the year 2000. However, at a minimum, a Columbia bridge would also require a major roadway to cross

the Rivergate Industrial District (the prospects for which are discussed below), to span the Willamette River, and to cross the West Hills of Portland. As all of these major improvements are without funds and contrary to adopted comprehensive plans, the feasibility of such a routing is questionable.

A more realistic approach to the travel demand modeling of bridge corridors would involve a simultaneous consideration of both travel desires and the travel times and capacity of the transportation system in Oregon and Washington.

Rivergate Industrial District

The layout of the Rivergate Industrial District was revised in 1976. The new parcelization scheme created industrial sites oriented to a grid of arterial streets. Land reserved in 1967 for freeway rights-of-way (to serve Columbia and Willamette River crossings) has now been committed to other uses.

The current development planning for Rivergate has made certain assumptions about the future roadway capacity connecting the area to I-5. An employment level of 7,000-12,000, the most likely outcome of Rivergate's full development, will utilize most or all of Columbia Boulevard's capacity during peak periods. Marine Drive, along the Oregon Slough, will require an improvement program to support Rivergate development and related traffic flows. Excess capacity is not available.

In summary, while Rivergate crossings offer a potential to serve interzone trip desires, the supporting roadway system and physical opportunity does not appear to exist. We understand that you have received similar comments from other Oregon agencies, and it is hoped that these constraints will be noted as your office complete its report.

We appreciate the opportunity to comment on your study. Please call if you have questions on the above.

Ken Johnsen
Planning Manager

PL23A

cc: Bill Ockert, MSD

MSD METROPOLITAN SERVICE DISTRICT
527 S.W. HALL PORTLAND, OREGON 97201 503/221-1646
RICK GUSTAFSON, Executive Officer

January 30, 1979

Mr. Bernard C. Koontz
Transportation Studies Engineer
Public Transportation and Planning Division
Washington State Department of Transportation
Highway Administration Building
Olympia, Washington 98504

Dear Bernie:

I appreciate this opportunity to provide staff comments concerning your draft report assessing potential crossings of the Columbia River. I realize that the analysis documented in this report was intended to only involve a preliminary estimate of the potential use of such crossings. There are, however, a number of technical and policy factors which need further attention before decisions can be made on whether detailed planning of a crossing should be initiated.

Probably one of the more important factors is a lack of an adequate system of access facilities to serve a potential new river crossing. The amount of traffic which would be diverted from the I-5 bridge to a new crossing is highly dependent on its accessibility to the transportation systems on both sides of the river. As pointed out in your report, the WDOT traffic estimates are only possible if extensive improvements are made to access facilities. The traffic estimates shown in the WDOT report, while based on estimates produced by MSD, assumed that adequate capacity would be available on the roads accessing each of the proposed crossings. In fact, many of these roads are approaching a congested state (a few are already congested).

One would expect that an additional traffic burden resulting from traffic accessing a new bridge across the Columbia would create additional congestion, which in turn would act as a deterent to traffic using a new crossing. MSD has estimated the affect of this congestion by applying a "capacity restraint" traffic estimation technique. This technique adjusts the speeds on the highway network as it is loaded with traffic accounting for the capacity of each of the highway links. The results of the capacity restraint process indicate that the potential traffic demand on the proposed crossings shown in the WDOT report can not be realized because of congestion on the access

roads. This congestion creates a major impediment to realizing the potential of a crossing, in many cases resulting in a significantly lower traffic demand estimate. Two major examples are the Rivergate crossing where due to congestion the traffic demand was reduced by 45 percent and the Parallel Railroad Crossing where the traffic estimate was reduced by 25 percent. As a result of the congestion on access roads, the capacity restraint process shows significantly less diversion of traffic from the existing I-5 bridge than shown in the WDOT report. While the WDOT report shows a volume to capacity ratio of 0.8 for the I-5 bridge with either the Rivergate or Parallel Railroad Crossings, the capacity restraint process shows that this ratio would exceed 1.0. This means that the amount of congestion on the existing bridge would change little with the construction of a new bridge as long as the new bridge is connected to existing access roads.

Several other factors need to be addressed before detailed planning studies of a third river crossing are initiated. Among them are 1) the capital cost of a new crossing and access improvements, 2) the operating and maintenance costs of a new crossing, 3) potential sources of revenues to build and operate the crossings, 4) the relative importance of other potential investments, 5) the resulting air quality impacts, 6) likely impacts of changing accessibility on land use patterns and the resulting cost of providing public services to these developments, 7) the type of transit improvements required to produce the estimates of transit ridership shown in the WDOT report, and 8) the desirability of placing additional traffic burdens on various access roads.

Most of these factors cannot be dealt with by WDOT alone. Instead, they need to be addressed as part of a cooperative transportation planning process. I suggest that if the state of Washington feels that any of the proposals are worth pursuing, they work through the cooperative transportation planning programs established at MSD and in Clark County.

Sincerely,

Bill

C. William Ockert
Transportation Director

CWO:gh
2269A
D/4

cc: Rick Gustafson
Denton Kent
Third Bridge Working Group

Mr. ROE. Our next witness this morning is Hon. Tom Koenninger, editor of the Columbian newspaper. I had the chance to visit with the editor this morning, and I know that your testimony will be very valid for us here. We appreciate your being here, and you may go ahead at your own convenience.

TESTIMONY OF TOM KOENNINGER, EDITOR OF THE COLUMBIAN, AND CHAIRMAN OF THE AD HOC COMMITTEE FOR A THIRD CROSSING OF THE COLUMBIA RIVER

Mr. KOENNINGER. Thank you, Congressman, ladies and gentlemen; the group I represent, which is the Ad Hoc Committee for a Third Crossing of the Columbia River, was formed on the basis of seeking a third crossing, and to seek a solution to the stifling traffic congestion between Vancouver and Portland.

Our group includes representatives from the Vancouver City Council, the Clark County Commission, State government and interested citizens. It is the only organization, to our knowledge, that is presently active in seeking a solution to the traffic congestion.

We realize that a long term solution, such as construction of a third bridge in the area is a project that would require at least a decade from inception to completion.

Because the information we have received from experts in the transportation field it indicates completion of the Interstate 205 bridge is but a temporary solution to our problem, and we just heard that kind of testimony from Mr. Carroll, we urge Federal attention be directed towards a more permanent objective.

At present the morning and evening traffic congestion is a dreadful waste of energy and results in a partial paralysis of the downtown Vancouver area during morning and evening rush hours and it also represents a less than efficient transportation system.

Our group has discussed several means of added crossings of the Columbia River, including a traditional bridge crossing, a light rail- and bus-only crossing. We have even talked about a tunnel.

We have heard from Oregon and Washington Department of Transportation people. We have heard from Warren Christianson, who is southwest Washington representative of Gov. Dixy Lee Ray, and we have heard from Oregon's Metropolitan Service District executives and other people.

We have endorsed, in a letter to Governor Ray, the plan to form a bistate committee between Washington and Oregon to help deal with the transportation problem.

We also urge in the testimony today, that the Federal Government bring its resources to bear on the traffic problem that afflicts this area.

Our group asks that a long term solution not result in any further adverse impact on downtown Vancouver than presently exists in the Interstate 5 corridor.

We urge that you move with all possible haste to rectify a traffic problem that has grown to monumental proportions. And Mr. Chairman, I have a photographic profile of the traffic congestion in this area that I would like to show you.

Mr. ROE. Splendid.

Mr. KOENNINGER [holding up picture.] This was taken by Columbian photographers, Dave Olson and Jerry Coughlan.

Mr. McCORMACK. Why don't you come right up here in the middle?

Mr. KOENNINGER. OK. It starts with the problem, in this case an overturned trailer, on the Oregon side of the river, you see that right here. All right, it proceeds then to back traffic up back north, and this is of course southbound traffic across the bridge.

[Holding up a new picture.]

Mr. KOENNINGER. This is Washington Street in Vancouver, a couple of blocks to the west of us right here, you can see that the traffic then, the impact conditions are beginning to form here for severe congestion in downtown Vancouver.

Mr. McCORMACK. That is not on the freeway itself?

Mr. KOENNINGER. No, this is in Vancouver, you see this is in effect in the city of Vancouver, from congestion on the freeway from the bridge, and again this sort of thing develops almost within minutes of blockage in traffic, a stalled car, a trailer that's tipped over, a load of lumber that has spilled from the truck; within minutes it is backing all the way up to Vancouver, through the arteries leading into the Interstate 5 system as to the Interstate 5 bridge.

[Holding up another picture.]

Again, in this one looking down or looking across to Oregon from Washington, looking toward the bridge, you see what is happening, nothing is moving.

[Holding up new picture.]

Here is a clear view of the bridge and the traffic, the cross streets are jammed, the main arterials are jammed, and will remain so in some cases for 2, 3 or 4 hours in a major tieup.

[Holding up a new picture.]

This, by the way, these pictures were taken about a year ago, but they are typical of what can happen almost on a daily basis. This is a separate picture, a separate incident. This is 39th Street, which is about 2 miles north of the bridge on Interstate 5 again something has happened to block traffic. It is backed to a standstill, at least 2 miles back, and then of course the jam up is on, to the extent that this poor, frustrated fellow is driving down the highway to drive off the bridge, and I would like to present these to you for your own personal photo album of traffic congestion.

Mr. ROE. Thank you very much. Do you have any questions?

Mr. McCORMACK. I have one question, specifically, dealing with the adverse impact. You said in your testimony, and I quote: "Our group asks that a long term solution not result in any further adverse impact on downtown Vancouver, than presently exists." And then you show a series of pictures of what presently exists. It strikes me that any alleviation of traffic flow to avoid that sort of thing is going to be the most important impact on downtown Vancouver.

Mr. KOENNINGER. That is certainly true, Mr. McCormack.

Mr. McCORMACK. Well now, Mr. Carroll submitted several potential crossings for us. One of these is always pointed to as the one that has been the subject of studies. This is a crossing downstream from the existing interstate bridge but possibly just this side of the railroad bridge. I only use this as an example, and I am not advocating this as the solution, but it is one of the proposals. It is a

bridge crossing with a connection that would lead Interstate 5 somewhere north of town, perhaps as far north as the I-205 cutoff and that is further south, swing out between Vancouver and Lake Vancouver and across the river to the industrial area, passing into Portland and its industrial area, and then following the Willamette River upstream until it ties back into I-5, again, going to the industrial areas on both sides. Now using this as an example, do you think that that would cause an adverse impact on downtown Vancouver?

Mr. KOENNINGER. Well, certainly with the connecting bypasses and links to and from the interstate system, it would alleviate it, it obviously would take the pressure off.

Mr. MCCORMACK. I assume in this that there would be exits to the port industrial areas on both sides of the river so that industrial traffic would take that route and then exit off into the industrial area, so that the trucks, tankers and so on that are going to wind up in the Portland industrial area would be on the bypass rather than on the interstate bridge.

Mr. KOENNINGER. Yes, if you notice in a couple of those pictures, the large trucks that were also caught up in that jam and blocking people behind them, it certainly would help.

Mr. MCCORMACK. Thank you.

Mr. ROE. Thank you. Does the gentleman from Oregon have any questions?

Mr. DUNCAN. Only to congratulate him.

I think in 23 years of public life this is the first time that I have voluntarily seen the editor of a newspaper appear in public where he would subject himself to cross examination on his views. It is usually an infringement on the sanctity of the editorial office. [Laughter.]

I want to congratulate you for getting out and letting somebody take a poke at you. I am only sorry that I can't think of something I want to hit at.

[Laughter.]

Mr. KOENNINGER. Well I could suggest a couple, but I wouldn't explain it.

Mr. ROE. Now let's just see what the editorial says tomorrow. [Laughter.]

We want to thank you very much, Mr. Koenninger.

Mr. ROE. Now our next witness is listed as Mr. Ed Dennis, or Mr. George Brisby, or both, representing the Teamster's Union. Are those gentlemen here?

[No response].

Mr. ROE. The next witness after that is Mr. Ed Doyle, chairman of the transportation committee of the Vancouver Chamber of Commerce.

Is Mr. Doyle here this morning?

Do you have formal testimony, Mr. Doyle?

Mr. DOYLE. No, I don't. I have about 30 seconds of testimony.

Mr. ROE. Well, we will welcome your oral testimony then.

Mr. DOYLE. Thank you, Mr. Chairman.

TESTIMONY OF ED DOYLE, CHAIRMAN, TRANSPORTATION COMMITTEE OF THE VANCOUVER CHAMBER OF COMMERCE

Mr. DOYLE. Gentlemen, I am Ed Doyle, and the transportation chairman for the Vancouver Chamber of Commerce, and I have a very short but hopefully concise presentation, and that is that the board of directors of the Greater Vancouver Chamber of Commerce has gone on record as strongly urging that all studies be gotten on with as quickly as possible to get this, as was mentioned earlier, insufferable condition cleared up. We believe that the north-south bottleneck is just intolerable and should be, we feel a third bridge is necessary but any study to determine it should be gotten underway immediately.

Mr. ROE. That is a quick statement. Let me ask you this, looking at the photographs, it seems to me that there is a lot of feeder roads and arterial roads that are affected materially when you have a blockage, doesn't that—has anybody figured out what the business effect must be on the commercial industries in the area?

Mr. DOYLE. Well, a number of members of our committee are truckers from the local area, and they—I don't have exact numbers, but a couple have told me that they spend literally tens of thousands of dollars a year in overtime paid to the drivers who sit on the bridges, the approaches just waiting, just sitting there coming back at the end of the day or going out in the morning.

Mr. ROE. Well, it also must affect the marketplaces in the business district, the shops that are along these roads, because how can anyone get to them? They can't during those periods.

Mr. DOYLE. That is very correct, in fact I would even think, as a trucker in this area, I would seriously consider the long term viability of staying in Vancouver, originating my traffic here, just because of the tremendous extra cost just the honor of being here, we are sitting and constantly spending extra time and hours moving in and out to your home base.

Mr. ROE. Mr. McCormack?

Mr. MCCORMACK. Mr. Chairman, I want to go back to this business of any new route not having a negative impact on the rest of the downtown area. As a representative of the chamber of commerce, I take it that you would be speaking for the merchants and so on who are interested in the downtown area, and the viability of the compact downtown area. As far as the tradeoffs are concerned of adding an alternate route or not doing so, do you feel any particular concern with, for instance, the route I just described, as far as the negative impact? Or, what would the tradeoff be in your mind as far as the impact positively and negatively on the business community in the downtown area?

Mr. DOYLE. Well, certainly—we are the Greater Vancouver Chamber of Commerce, we deal both in the city and in Clark County, and in the downtown area, certainly any impact that is going to cause less traffic is not good, however, the situation we have now, as you just described, where you've got traffic at a standstill, what you end up with is people just say, "Well, downtown Vancouver, I'm not going to go there, period, everytime I go there, I can't park, I can't move." So what we—certainly we are not experts on what the final solution should be, but for the chamber of commerce and the merchants of Vancouver we would cer-

tainly want a solution that would allow free movement of traffic, but not one that would take all traffic away from the downtown area. We wouldn't—obviously the ideal situation with the merchants would be that people would want to go to downtown Vancouver or wherever the stores happened to be, and know that there is not going to be a constant bottleneck.

Mr. ROE. Mr. Duncan?

Mr. DUNCAN. Our problem out here is concerned with two things, it is the movement of people and it is also the movement of goods, is that right?

Mr. DOYLE. That's right.

Mr. DUNCAN. And as important as rail transportation will become in the movement of people, it isn't going to be possible for the merchants to ship their commodities on a light rail system is it?

Mr. DOYLE. I would say that is right.

Mr. DUNCAN. Light rail is for moving people, commuters——

Mr. DOYLE [interrupting]. That's right.

Mr. DUNCAN [continuing]. And it is a very important and significant change that we are getting into now, but it isn't going to solve the problem of moving goods, is it?

Mr. DOYLE. It is not.

Mr. DUNCAN. And for that, in a metropolitan area, we are going to have to rely on vehicular traffic.

Mr. DOYLE. No question.

Mr. ROE. Thank you very much. We appreciate your testimony.

Mr. ROE. Our next witness is Hon. Jim Justin, mayor of the city of Vancouver.

TESTIMONY OF THE HON. JIM JUSTIN, MAYOR, CITY OF VANCOUVER

Mr. JUSTIN. Mr. Chairman, Congressmen, ladies and gentlemen; first of all I would like to welcome you to Vancouver, and we are very happy that we were able to offer our facilities here.

I am about to become a pseudo-politician losing his voice, so I probably will make my comments fairly quickly this morning.

As I was sitting back there, though, I thought, this is about where I came on the scene about 8 years ago, coming up and testifying in front of the city council and asking for money, although up here we are on a little bit different level, and I am back here and testifying, and we may be asking for something also.

I am a little bit embarrassed, because I am in the photography business and some of the previous gentlemen have had slides and photographs and I don't have the opportunity to get a commercial, and somehow I might be able to get one this way.

I would like to read from the text of my prepared statement.

First of all, I am talking about the problem. Congestion in the I-5 corridor has been a problem for many years. The average daily volume of traffic crossing the Columbia River was already 80,000 in 1972, by 1977 it had increased to 105,000 daily trips, exceeding the I-5 design capacity by 20 percent. Even with the completion of I-205 traffic in the I-5 corridor is expected to be 30 percent greater than capacity by the year 2000. The cost of this congestion while

rarely expressed in dollars is tremendous, I think this has been alluded to already.

The value of lost personal time alone could be millions each year. The energy costs, as a result of congestion, can only be guessed at, but is unconscionable in this era of general shortage.

In 1976, the interstate bridge corridor project was completed by the Columbia Region Association of Governments. This study focused on the interim solutions to the congestion problem, prior to the completion of I-205. Recommendations included expanded transit service, a high occupancy vehicle lane, and ramp control. In January 1979, the Washington State Department of Transportation published a legislative study of lower Columbia River potential crossing corridors. As part of this study the metropolitan service districts analyzed the impacts of various third bridge locations in the year 2000. It was concluded that without a third crossing the existing I-5 corridor will be severely congested. This analysis, however, was performed with the assumption that the already over burdened highway and street network would accommodate a third bridge.

In the latter part of 1979, the MSD, the Portland, Oreg. Council of Governments, proposed the formation of an ad hoc bistate committee to examine solutions to the I-5 corridor, and related Washington-Oregon transportation problems. This committee would include representatives of local and State agencies in Washington and Oregon, as well as the two metropolitan planning organizations in the area. The committee, which will complement the work performed in the Washington legislative study, and by the metropolitan planning organizations, has received the support of Governor Ray and Governor Atiyeh, as well as the local and regional governments from both States.

The city of Vancouver endorses and supports the bistate committee as a most appropriate means to cooperatively address both the immediate congestion problems in the I-5 corridor, and long-term interstate transportation alternatives between Oregon and Washington in the Portland-Vancouver metropolitan area.

The level of congestion that exists today and that will continue to increase, will have profound impacts on the economic environment as well as quality of life for Clark County and the city of Vancouver. We support the work of the Washington State Department of Transportation, and the Washington State Legislature in analyzing the feasibility of a new Columbia River crossing. We recognize that additional crossings are, at best, a long term solution, the consequences of which aren't thoroughly known or understood. A third bridge will not solve the increasingly severe existing congestion problems in the I-5 corridor and on Vancouver arterial streets serving the I-5 freeway.

Because these congestion problems will not be greatly improved when I-205 is completed, the I-5 corridor will continue to require significant capital and service improvements.

The local, regional, and State government of Oregon and Washington, as well as the Federal Government, must join together to cooperatively develop and implement a program to significantly reduce congestion in the I-5 corridor between downtown Vancouver and downtown Portland. Such a program should consider sub-

stantially increased transit service, carpool, vanpool, park and ride facilities, high occupancy vehicle lanes, ramp metering, staggered employer work shift scheduling, and other alternatives.

The city supports the development of an I-5 corridor capital improvement program. The principal purpose of the program would be to provide congestion free travel between Portland and Vancouver, while also addressing the objectives of downtown Vancouver development and revitalization, neighborhood stability, energy conservation, commuter convenience, sufficient arterial street capacity, and justifiable local government capital and operating expenditures.

In addition to long-term corridor improvement plans involving examination of a new Columbia River crossing, the city of Vancouver supports the examination of other capital alternatives including replacement of reconstruction of the northbound span of the I-5 bridge and light rail, service alternatives such as those recommended for short-term action, and development of alternatives that encourage the provision of new jobs to meet the need and growth potential of the local labor force or facilitate reverse commuting. And I think that is something that we may be introducing in the future, with the development of certain industries in our area, we may see the commuting trend reverse slightly. As Mr. Carroll said, we see about 15,000 vehicles heading southbound daily, and about 5,000 to 6,000 coming northbound, and we will see a significant change in that in the next 10 or 15 years.

That concludes my formal comments, and I will be glad to respond to any questions that you gentlemen have.

Mr. ROE. Mr. McCormack?

Mr. MCCORMACK. Thank you, Mr. Chairman. Jim, may I add my thanks as well as those of the chairman for extending your hospitality today, and for attending the meeting, and thank you for your testimony and for the support that you have provided for our campaign to get a third bridge project underway.

There is one aspect of your testimony that I find a little puzzling, and I should like to explore it with you for a moment. The traffic that goes along the I-5 includes a great deal of truly interstate traffic, including a lot of trucks and trailers and tankers and includes all of the hazards associated with tankers going through cities, which is, of course, a great hazard to every community. As you know, there have been a number of evacuations from tanker wrecks in recent years, and several hundred people have been burned to death in tanker accidents, not in this country, but in the Western World.

Now Mr. Carroll told us there are 45,000 cars a day of the little more than 100,000 on this road that are traveling through this area, not within the area, but through the area, and that includes an awful lot of these tankers and large trucks. It strikes me that the best thing that could be done for Vancouver and for the commuters who want to use the I-5 bridge would be to get that through traffic out of the center of town, especially to get the tankers and trucks out of this line that goes right through the middle of the city here, and it strikes me that one thing that could be done if we had a third bridge with connections to I-5 north of Vancouver and as far south in Portland as we could get, would be

to route all that traffic out of the center of town—just simply have direction signs that say "through traffic take I-206" or whatever it would be, and get them out of town. It seems to me that that is by far the most important thing that the city of Vancouver could do for itself, and I am curious to know if this has been focused on by the city of Vancouver, and if it has not, why not, and if it has, why isn't the city more active in aggressively supporting the construction of such a bypass bridge?

Mr. JUSTIN. Well, first of all you are addressing a question—there is a series of answers I think I can give you.

No. 1, when you talk about the flow of interstate traffic, you are very right, there is a considerable amount of traffic that is coming from the south-north, and previous testimony has brought out that I-5 is the main north-south link from Mexico to Canada. Going along with that, I think is recognition also of the fact that this is a vital avenue in our National defense posture, because this is the main north-south link on the west coast, and very, very important when you consider the military installations in Washington that are fed by this linkage. Now you talk about would Vancouver like to see the traffic routed around it. Now I have got to be careful which hat I am going to wear, because the business people say, Let's have the traffic come to us, so we have got a chance to get some business, and on the other hand when you look at the problems it is causing, it is actually an impediment to business rather than assisting it, and very definitely there is a certain amount of traffic that is going to flow beyond the community without stopping and I think you are very right in addressing the question, should traffic be routed around the community and not through it. We are very concerned about the impact that an additional crossing would have on the city of Vancouver's street system. We are not able to handle it, and it is going to be many years before we are going to even be able to come up with the dollars if there was one, so in the study of the additional facility which we endorse and are asking your assistance in, we also ask that these points be taken into consideration, and as far as what the city of Vancouver has done, what we have done is to be aware of the problem and to attempt to make others aware of the problem that additional crossings would have. We endorse additional crossings, we find them very necessary, but we are going to have to help address our problems, also, as we study it.

Mr. MCCORMACK. Well, let me follow up on two points. One, I think you would agree with me that all the history of all the studies throughout the United States show that business communities generally are not damaged by bypassing through traffic around rather than through them. We can point to a few exceptions which depend exclusively on gas station and restaurant service, such as North Bend, Wash., but by and large most communities are benefited by getting interstate traffic out of the streets of the city, aren't they?

Mr. JUSTIN. Yes, I believe so, I think that posture has changed some years back. It is a strong point.

Mr. MCCORMACK. And there is one more point. I wonder about this business of just simply trying to figure out some way to adopt a "can-do attitude" and say, "let's figure a way to solve our prob-

lems". A number of years ago I worked for a bridge across the Columbia River north of the Hanford Reservation and we were having the very dickens of a time getting it funded until we came up with a concept, first of all it was a toll bridge, but making the connecting roads to it legally the approach to the bridge. So, the entire Hanford highway which is 35 miles long, was a bridge approach under the law, and the toll that was paid for the bridge, also paid for the highway. Now this is being duplicated again this year. Last year the legislature authorized another bridge across the Columbia just immediately north of Richland, and there are no State highways immediately adjacent to it, and so we will have highway connections about 10 or 15 miles on both sides that are legally bridge approaches. They pay for it out of the bridge.

Now, it strikes me that the crossings that we need in the city of Vancouver and probably the double decking in some areas of Vancouver could be paid for as part of the entire project.

It would seem to me that this is the sort of approach that might be worth exploring. Have you any comment at all on that?

Mr. JUSTIN. Well, I think that is a positive approach to it, as you stated, and we can do, it is a matter of planning, it is a matter of preparing; there are ways to make it happen. Our community, as has been mentioned, the chairman was talking about the growth here, is one of the fastest growing areas in the Northwest, and planning for the future is very, very important and the type of attitude that you address is part of our thinking.

Mr. MCCORMACK. Thank you.

Mr. ROE. Mr. Duncan?

Mr. DUNCAN. Mr. Chairman, I just thought I would call your attention to that last series of questions by Congressman McCormack, as an example of some of the problems that we in the State of Oregon have to put up with when we try to deal with somebody in the State of Washington, talking about a bridge approach. Now he talked about a 15-mile approach to the bridge, and he talked about 35-mile approaches to bridges, where it was something that they really wanted to get done, and it got done, but I want to tell you that when the State of Washington has responsibilities for financing of approaches to a bridge, say, out at Astoria, those approaches get awful damn short. [Laughter.]

And Julia Butler Hansen can claim credit for that one. [Laughter.]

Mr. Mayor, the only thing I want to do is to thank you for bringing up for the first time the concept of national defense which I think does constitute the original reason for the construction of interstate highways in the first place it is a subject matter that has not been on very many people's minds for the last 15 years, but in the last 15 weeks it has become an increasingly significant and important consideration on the part of the electorate and I am glad that you brought it up this morning.

Your last paragraph talks about alternatives to a new Columbia River crossing, and in there you list light rail service alternatives. Are you talking about that as an either/or situation, that either another vehicular bridge or a light rail crossing, is that what you were talking about? I am not trying to trap you.

Mr. JUSTIN. No; I am not talking either/or, I think both alternatives have to be examined very carefully.

Mr. DUNCAN. I wanted to make sure that you didn't pose those as mutually exclusive. We have got a bridge across the Willamette River right now, the Steel Bridge, that carries rail spans underneath it and vehicles over the top, and to the extent that sometime in the future a rail system could carry commuters back and forth is useful, is there any reason why a bridge couldn't be designed to accommodate that at such future time as it would be feasible?

Mr. JUSTIN. No, that is correct.

Mr. DUNCAN. That is all.

Mr. ROE. Thank you, Mr. Justin. We appreciate your valuable input.

Our next witness is Hon. Michael Burton, who represents the metropolitan service district.

TESTIMONY OF MICHAEL BURTON, COUNCILOR, METROPOLITAN SERVICE DISTRICT, PORTLAND, OREG.

Mr. BURTON. Thank you, Mr. Chairman, Mr. McCormack, Mr. Duncan.

I appreciate the opportunity to appear before the committee. I would say when I came over this morning I didn't have any trouble getting across the bridge.

My name is Mike Burton, and I am an elected councilor of the Metropolitan Service District, the regional government which began serving the people of Portland, Oreg., metropolitan area on January 1, 1979. During the first year of Metro's operation, I served as chairman of the council.

I might add that my district is some 75,000 people, which is the community across the river, including Hayden Island, North Portland-Riverview area, so Congressman Duncan and I do share at least part of a constituency.

On September 21, 1979, I appeared before a joint State of Washington Housing and Senate Transportation Committee to testify on the subject of this hearing. A copy of that testimony has been provided to your staff for inclusion in this record. At that time my recommendation was to call upon the Governors of the States of Washington and Oregon to create a bistate policy task force to address possible solutions to the transportation problems within the I–5 corridor, and I think those matters have been alluded to by other speakers this morning.

These recommendations were supported by the Oregon Department of Transportation, the city of Portland, and others appearing at that September 21 hearing. Copies of the testimony of the city of Portland, Multnomah County, and the Oregon Department of Transportation have also been provided to become part of the record of this hearing.

I am pleased to report to you that those recommendations have been favorably received by both Governor Atiyeh and Governor Ray. Furthermore, the proposal has been supported by the Clark County Regional Planning Council, which serves the Clark County area.

A staff group has been meeting to solidify a proposed work program and the scope of tasks and has reached agreement on

defining the specific charge to the task force. That charge is as follows: To analyze the nature and causes of corridor transportation problems. The analysis will consider the relationship between transportation, land use, air quality, and energy considerations. To develop policy recommendations regarding, one, the adequacy of currently programed highway and transit projects in the corridor to solve the problems, as they have been identified; two, the development of an acceptable program for multimodal project implementation; three, to develop technical and institutional recommendations which achieve the financing necessary to implement the recommended program of improvements, and finally, to develop a consensus as to the institutional mechanism necessary for the elected and appointed officials of the two States to appropriately address the corridor transportation problems.

It is our hope that the Governors will act quickly on the appointment of the task force so that this undertaking may bear fruit very shortly. It is interesting to note that the legislative action taken by the Washington State Legislature under section 2 (1) 1979, omnibus transportation study bill, will coordinate beautifully with this undertaking.

The linkage with bistate task force and the State of Washington's efforts to gain consensus on needed transportation improvements in the I-5 corridor will produce coordinated decisions on solving the problems shared by both States, and I would like to say that this hopefully will provide some of the vision and depth that was alluded to by Congressman Duncan, in solving these long-range problems.

Since some of the other speakers have made a commercial plug I would like to put one in, too. Although I am the dean of a business school for a local college, I also have part ownership in the business, and it has long been my belief that my business depends greatly on the movement of goods that our park service transportation systems really ought to move goods, and if we can get traffic off the roads into a mass system, then we will have solved a great deal of the commercial problems facing some of our businesses.

I do appreciate the opportunity to testify before you and ask your endorsement of the bistate task force approach recommended by local jurisdictions from both Washington and Oregon portions of this metropolitan area.

Mr. ROE. Thank you, Mr. Burton.

Do you have any questions, Mr. McCormack?

Mr. MCCORMACK. Thank you, Mr. Chairman.

Mr. Burton, I appreciate your testimony, and I certainly hope that the bistate studies can be carried out quickly. Obviously it is necessary to do the things that are listed here; there is no doubt at all that all these points that are raised must be analyzed, but I sincerely hope that we will not be doing endless studies without a definite target for positive reports and positive action. If one were contending to solve problems quickly it could be pretty much consolidated by asking, What do we do? Where do we put it? When do we do it? How do we pay for it? When do we get started?

I hope that the "When do we get started?" aspect of it will come soon.

Do you have any feeling for target dates and positive recommendations?

Mr. BURTON. Well, Mr. McCormack, I agree with you that you shouldn't study for the sake of studying; I think there has been a great deal of that going on. Several speakers prior to this time have mentioned the Columbia Region Association of Government Studies for solving some of these problems in the past, and the intent here I think is to build on a previous study so that a resolution can be brought about quickly.

I am concerned, however, as Mr. Roe pointed out, that in his State that often if you move in haste you then have to turn around and tear down, and one of the main concerns I have about this whole discussion is that as we discuss the bridge, there is the question that—the bridge is only useful if you can get on it and get off it, and it is a question of what is the impact on those approaches. We hear from the city of Vancouver what that does. What does it do to my neighborhood? You can take that bridge across to Rivergate because the vehicles have to feed into Rivergate and where do they go from there; back across the bridge. So there is a great deal of impact, and a great deal has to be considered, and the regional planning groups here on this side of the river and that side of the river over there, where I come from are in fact considering these things.

It would have been my hope that the bistate task force would already have been operational at this time. I think that—my concern is that we get on with this business and that we have a report out certainly by this summer.

Mr. MCCORMACK. I have one more question, and that is your comment about getting private citizens commuting traffic off the system.

Mr. BURTON. Not altogether, but hopefully reduced.

Mr. MCCORMACK. Well, I think we understand what you are saying, but I want to observe that the studies that we have conducted and the Transportation Committee and the Energy Committee in Congress indicate that a significant application of mass transit systems in communities where none exist, has really only very limited potential for any significant change in traffic patterns, and I think it is very important that one not overemphasize the potential. The Metro system in Washington, D.C., is a classic example of a success story for an underground rail system, but it is quite unique because Washington, D.C., is like a huge anthill; it inhales about three-quarters of a million people every morning and exhales them every evening along a half dozen or so specific routes, so it was pretty easy to build a Metro system along those routes, but it doesn't much reduce the traffic, because those people that get onto Metro in the morning coming to work in the morning, leave the streets open for tourists and other people to come in, which they do. Traffic is not down much and the program is going to cost well over a billion dollars to do. The cost has tripled or quadrupled from the original estimated costs. Testimony that we have from literally exhaustive hearings, indicated that it is very difficult, extremely expensive, and of very limited potential to try to put a mass transit system into a preexisting community unless it is very uniquely structured such as Washington, D.C., is structured, or unless you

use a very large number of small, rubber tired vehicles which will eventually replace the paths of the private cars. I think we have to go to mass transit to the greatest extent possible, but I hope we will not put too much reliance upon the potential benefits to be provided in relieving traffic flow until we actually have it for a long enough time so that it causes people to move around their homes, to get around it. And that takes a couple of generations. Now that's an observation, it is not a question. You are free to comment, but I really want to put it as an observation at this point.

Mr. BURTON. Well, I will resist beginning a dialog on this matter. As you say, there are plenty of studies, and I just wanted to say that I wanted to avoid getting further studies, but I think there are all sorts of studies that we have to look at in considering what this is, and one of my prime concerns is landings in reference to transporation load, and I think what the Government's responsibility is at my level and your level, is to encourage accessability for good living space that will not necessitate people to have to commute 15 or 20 miles to work every day, in fact we can encourage people to live in close and to create jobs in closer, it is happening essentially here in Clark County, where they are beginning to see industrial development on this side of the river. The mode of difference between travel from this side, people going to the Portland side, to find jobs is lessening as development occurs over here, and while some of my constituents on my side of the river may vilify me for saying that I would like to see industrial development encouraged on this side of the river, it is simply because I don't feel that—I don't hold that in fear of competition, I feel that that is something which will make the quality of life for all of us that much better, because it will reduce the kind of pressure we find on our highways and in our air space and in your quality, and so I really—and I am not here to say that mass transit is the cure-all for all problems, it has to be carefully considered as to where—if you use that mode it is used as one of many modes in moving people around, but we shouldn't overlook it.

Mr. MCCORMACK. Just one more quick point, and that is that all of our energy consumption here winds up with the ultimate solution, that we must ultimately redeploy our population, so they don't rely so much on private transportation, but this is something that the American public has yet to come to terms with, and it is a century long problem because it must be done voluntarily.

Mr. BURTON. Oh, yes, it is.

Mr. ROE. Thank you very much, Mr. Burton. We appreciate your testimony.

[The following was received for the record:]

MULTNOMAH COUNTY, OREG.,
ENGINEERING SERVICES,
Portland, Oreg., January 21, 1980.

Mr. CLYDE WOODLE,
Committee on Public Works and Transportation,
Rayburn House Office Building, Washington, D.C.

DEAR MR. WOODLE: Enclosed please find two pieces of testimony for the February 2, 1980, Subcommittee on Surface Transportation Hearing in Vancouver Washington.

The subject of the testimony is a proposed third bridge across the Columbia River between Vancouver, Washington and Portland, Oregon. The testimony is from Executive Officer of Multnomah County, Don Clark and from Multnomah County Commissioner Gladys McCoy. This testimony was previously presented to a transportation committee of the Washington State Legislature. Both pieces of testimony will be presented at the February 2nd Hearing by Mike Burton, Chairperson of the Metropolitan Service District, along with other testimony from Oregon agencies.

Yours very truly,

BEBE RUCKER,
Senior Planner.

MULTNOMAH COUNTY, OREG.,
DIVISION OF PLANNING AND DEVELOPMENT,
Portland, Oreg., September 20, 1979.

HOUSE AND SENATE TRANSPORTATION COMMITTEE,
Olympia, Wash.

GENTLEMEN: The Multnomah County administration has reviewed the Lower Columbia River Potential Crossing Corridors Study.

The County administration has a number of serious concerns about beginning a Phase II study as described in the Phase I report.

A primary concern is air quality. The region is facing a serious air quality problem related to the future high ozone level and its effect on people's health. The Metropolitan Service district is currently working on ways to address this problem in order to meet EPA standards by 1987. The U.S. Government is saying this area must attain and maintain air quality standards or lose federal funding, and that transportation must bear its share of responsibility for meeting the standards. The air quality plan will likely involve a trade-off in use of the air shed for jobs or transportation. I-205, which is under construction, has already been pointed out by MSD and DEQ as being inconsistent with air quality planning. The third bridge, by encouraging more auto traffic into congested areas and onto an inappropriate road network would be increasing the pollution problem and utilizing the limited air shed for unproductive commuter travel purposes.

In an era of pressing energy problems and scarce capital resources, the federal, state, regional and local emphasis has been on maximizing existing road facilities, improving the transit network, and encouraging ride-sharing. the initiation of a major auto-carrying project runs counter to the goals and guidelines of all of these levels of government, including Multnomah County. The county subscribes to a policy of creating a much more balanced transportation system, utilizing existing roads rather than building new ones, making land use decisions which support public transit usage, shortening or eliminating energy consuming trips, and enhancing the region's air quality.

Multnomah County and City of Portland transportation plans have been developed and adopted which balance auto travel, neighborhood stability, transit, access to jobs, and the efficient use of limited funds to effect a good transportation system which addresses shrinking energy supplies and community concerns. The third bridge proposal is inconsistent with the County's adopted plan, as the bridge is incompatible with the functional classification of connecting roads. It is also inconsistent with the transportation system objective to implement a balanced system, to protect air quality and neighborhood cohesiveness, and to minimize residential and business dislocation.

The third bridge proposal seems strikingly prematue since ride-sharing, transit and land use alternatives have yet to be explored. A project of this cost magnitude and of this magnitude of potential community disruption does not seem justified by the data given in Phase I of the Legislative Study.

Further study framed in a larger perspective involving environmental, social, land use, economic and travel issues does seem in order for the I-5 corridor.

Perhaps this effort could be conducted under the auspices of the Metropolitan Service District. Multnomah County is willing to cooperate in such a study.

Yours very truly,

BEBE RUCKER,
Senior Planner.

MULTNOMAH COUNTY COMMISSIONER,
Portland, Oreg., September 19, 1979

Representative JOHN MARTINIS, *Cochairman, House Transportation Committee,*
Representative SIM WILSON,
Cochairman, House Transportation Committee,
Senator AL HENRY,
Chairman, Senate Transportation Committee,
Washington State Legislature,
House Office Building, Olympia, Wash.

GENTLEMEN: Though I will be unable to attend your hearing on the legislative report recommending potential corridors for a third bridge crossing the Columbia River, I do wish to take this opportunity to express my concerns over the impact of a major project of this type on the surrounding neighborhoods.

As you are aware, Multnomah County's energy policy is geared toward implementing and supporting an efficient transportation system that preserves air quality while maximizing energy conservation.

The construction of a third bridge will tend to encourage auto traffic, rather than promote the utilization of rail transit and the maximization of existing road systems. It has been and continues to be the policy of the County to support those land use decisions regarding commercial development, housing densities and locations that support increased use of public transportation. I urge the Committees to explore other alternatives that are consistent with this policy. The construction of a third bridge appears rather premature, since the environmental impact of the present bridge crossings have not yet been determined.

Sincerely,

GLADYS MCCOY,
Commissioner.

PREPARED STATEMENT OF ROBERT BOTHMAN, ADMINISTRATOR, METROPOLITAN BRANCH, OREGON DEPARTMENT OF TRANSPORTATION

Ladies and Gentlemen, my name is Robert Bothman. I am the administrator of the Metropolitan Branch of the Oregon Department of Transportation. The Director of the Department has requested that I present our views at this hearing.

We appreciate the opportunity to present the Department's views concerning the feasibility of a third bridge crossing the Columbia River in Clark County.

The Oregon Department of Transportation supports the effort to consider the transportation needs across the Columbia River between Oregon and Washington. The Oregon Transportation Commission is committed to addressing the transportation needs in the I-5 corridor. The Department has participated in previous studies by the Washington Department of Transportation that looked at the I-5 Freeway. I personally have been involved for the last 5 years working with representatives of the State of Washington and Oregon to address the I-5 Freeway congestion.

Our conclusion is that a broader, coordinated look at the future interstate transportation needs is required in terms of the long-range issues of land use development, air quality, energy, funding, transit, and supporting transportation links on both the north and south sides of the Columbia River.

Before a decision can be made on any particular element such as a third bridge, all these issues must be considered in a comprehensive manner. The key is the issue of coordinating the planning for the growth and development of Clark County in an integrated fashion with the rest of the region.

The Department certainly recognizes the congestion that currently exists on the I-5 bridge and we concur that there will be congestion on the I-5 Bridge in the year 2000 even with the completion of the I-205 Bridge.

However, we do not feel that the objective of a third river crossing has been established. The issue is summed up in the existing and forecasted trips for the river crossing. At the current time about 110,000 vehicles cross the I-5 bridge daily. Congestion is severe during the peak hours. With the completion of the I-205 Bridge, the design capacity of the two bridges will exceed 200,000 vehicles per day at a high level of service. The capacity at a reasonable level of service will exceed

240,000 vehicles per day. The forecasted demand for the river crossing in the year 2000 is 180,000 vehicles per day. We certainly have adequate bridge capacity for the year 2000.

One problem is the utilization of the available river crossing capacity. While the I-5 Bridge will be congested in the year 2000, the I-205 Bridge will be flowing below 50 percent of capacity. The need is to look at the connecting linkages to utilize the I-205 Bridge. There is the need to plan the land use developments around the investments that have been made in the two Columbia River bridges.

The second problem is the capacity of the existing freeways in Oregon. Improvements are being designed in Oregon to better utilize the I-5 Freeway. These improvements are based on balancing the freeway to function at peak efficiency. The current I-5 Bridge can actually deliver more vehicles to Oregon than we can handle. The critical congestion point today is not the Columbia River Bridge but the Oregon Slough Bridge and the I-5 Freeway in the vicinity of Portland Boulevard. Further south in Oregon we have congestion in the vicinity of the Coliseum. Recognizing that we do need to maximize the capacity on the I-5 Freeway, the Oregon Transportation Commission has committed to a $30 million improvement at the Slough Bridge and a $42 million improvement between the Slough Bridge and the Marquam Bridge. The purpose of these efforts is to remove the bottlenecks which exist because the supporting freeways that were planned at the time I-5 was planned are not there. Once this work is completed, Oregon will have an I-5 Freeway that is balanced to the I-5 Columbia River Bridge.

The I-205 Columbia River Bridge is likewise balanced to the I-205 Freeway south of the river and to the Banfield Freeway, scheduled for widening to 6 lanes. Originally, the I-205 Freeway was planned as an 8 lane freeway, but we are building a 6 lane freeway which is balanced to the Banfield Freeway.

On the Oregon side, the two Columbia River Bridges collectively will deliver considerably more traffic to the Oregon freeway system than it can handle.

The third problem is that of funding. Any additional capacity to move vehicles across the Columbia River would require a complete rebuild of the freeway system in Oregon at unrealistic financial and environmental costs. The arterials in Oregon are also at projected capacity and would require rebuilds to handle additional traffic.

In reviewing the work accomplished by the State of Washington and considering the transportation planning efforts in Oregon, the Department feels that the objectives of a third river crossing need to be established and agreed upon before we can consider a third bridge.

The Department recognizes the need to address issues of interstate travel between Washington and Oregon. We need to jointly consider the inter-related concerns, before we pursue a third bridge alternative. It is our recommendation that a long-range, broad analysis be undertaken that will address the issues of land use development, air quality, energy, funding, and the regional transportation plan. The Oregon Department of Transportation pledges its support to work with Washington on such a study to develop a long-range strategy for addressing the transportation needs between the two States.

Mr. ROE. The next witness is Mr. Arthur Darling, Carpenter's Local 1715.

Mr. Darling?

[No response.]

Mr. ROE. Our next witness is Hon. Dick Gorini, director of planning of the Port of Vancouver.

I welcome you, Mr. Gorini. You go right ahead with your presentation.

TESTIMONY OF DICK GORINI, DIRECTOR OF PLANNING AND GOVERNMENT RELATIONS, PORT OF VANCOUVER

Mr. GORINI. Thank you very much. On behalf of the port commission, I want to extend a very warm welcome to our community and our deep appreciation to you for taking the time to view first hand the situation regarding a third bridge across the Columbia River.

The testimony you will hear today reflects a variety of opinions about the need, location and urgency of constructing a third bridge

in this area. Assumptions and statistics will be presented in support of those views. Nonetheless, the central issue is going to remain the same; the existing and worsening congestion of the Interstate 5 corridor between Vancouver and Portland, which I might add is 1 of 11 designated terminal ports on the west coast, and it is vitally concerned with a solution to that problem. It affects our day-to-day operations and long-range-development prospects, indeed the present and future free flow of commerce within and through this metropolitan area is affected. The port is mindful of the divergent views that exist and of the concerns those views generate, but the situation still begs solution.

Two bridges are not going to alleviate the problem of delay and congestion, missed airplane flights, late business deliveries, and canceled appointments.

Two bridges are not going to slow the growth in 1 of the 10 fastest growing metropolitan areas in the United States, nor would a third bridge accelerate that growth.

More jobs in Clark County are not going to suddenly change commuter patterns, except perhaps to provide more employment opportunities for Oregonians to cross the bridge into Washington, creating a two way, twice a day all day snarl.

The planned improvements to the bridge approaches in the I-5 corridor, together with other mitigating circumstances such as ramp metering, are already long, long overdue. Their construction will worsen the problem, and upon completion there are no assurances that the real problem will be solved.

Now no one has seriously projected that mass transit will result in such a significant shift in ridership as to solve the problem. The automobile is, and will continue to be the dominant mode of transport. No one, for that matter, has projected that a third bridge will never be needed, the debate has really focused on the location and scheduling of construction for a third crossing.

Now it is in this regard that the port finds the debate distressing. As long as the debate continues we are not looking at the very complex twin problem of required improvements to the supporting and connecting road systems. As long as the debate continues we will continue to suffer the frustrations, the economic and environmental costs, the existing and increasing congestion causes, and as long as the debate continues we are not allowing prudent government to anticipate and plan what substantial public investments will be required in the years ahead.

When one considers that in 1969 the estimated costs for the proposed Rivergate freeway was about $236 million for its 21-mile length, which at that time worked out to $2,200 per foot, the cost of our present lack of unanimity takes on another dimension. It may well be that the economic costs of allowing the situation to continue, of not making a decision is to decide to spend more real dollars on congestion than on solving the problem. To be sure, a third bridge and associated improvements will be tremendously expensive, but so is fuel squandered in 15-mile-traffic jams, so are labor hours paid for but not worked, and so are sales lost because deliveries are not made. When are those costs going to be tabulated today and 10 years from today?

Now it is imperative that the potential river crossing locations be thoroughly evaluated, which is pointed out to you in the legislative studies that should be done. At the same time, the social, environmental, economic, and land use impacts of each alternative must be identified. However, it is our concern that the issue before us, and the need for a solution is far too urgent to founder on a continuing public debate without the necessary information to arrive at a practical and cost effective solution. The Port of Vancouver would urge the officials of both States, with whatever assistance and direction can be provided by the Federal Government to get on with the tasks noted above.

To depart somewhat from my text, we know what the problem is, we know what the solution is, and let's get on with it.

I thank you very much, and I can't help but say that I hope you enjoyed an unhurried trip across the I–5 bridge. [Laughter.]

Mr. ROE. Thank you, Mr. Gorini.

Mr. McCormack?

Mr. MCCORMACK. I have no questions. I thank you, Mr. Gorini.

Do you have any information for the record on what you think the impact on the port itself would be with or without a third bridge?

Mr. GORINI. Well, I'll try to pull some of that out this week.

Mr. MCCORMACK. Subsequent to submission?

Mr. GORINI. Yes. We get 50 to 150 trucks a day, now when there is a jam on the bridge, crews have to be kept on that means overtime pay so that they can be unloaded, but we have never really sat down and tabulated direct dollar costs to it, but I am sure that the data exists. It is a question of getting somebody to dig it out.

Mr. MCCORMACK. Well, I don't want you to put a lot of extra work on it, but anything you have for subsequent submission, I think would be valuable to the committee.

Mr. ROE. Thank you very much for your testimony.

Mr. ROE. The next witness we have listed is Leroy Morley, M-o-r-l-e-y, Ironworkers Local No. 29.

Mr. Morley do you have testimony for us?

Mr. WORLEY. Worley, Mr. Chairman. W-o-r-l-e-y.

Mr. ROE. OK, the Chair recognizes Mr. Worley, Ironworkers Local No. 29. My people here renamed you. We will make that correction for the record, Worley.

TESTIMONY OF LEROY WORLEY, IRONWORKERS LOCAL NO. 29

Mr. WORLEY. Well, first of all I would like to take this opportunity to thank you and Congressman Duncan, and Congressman McCormack, for inviting me to attend this hearing.

My primary concern, and if I twitch a little, I think, or stutter, it comes from spending too many hours in that traffic jam, coming from Portland to Vancouver and back.

I try to schedule my trips to the Longview area, Vancouver area, in such times that I do not have to be involved in the congestion of traffic, but it does not always work that way.

I would like to state that members of the various unions that are absent that you called out earlier; namely, the Teamsters and the Carpenters, are probably not here in attendance because they had

meetings last night in Portland and probably couldn't get back here in time, but I am concerned over the jobs and the available added stimulus for economic growth in Vancouver and in the Portland area, and in the Rivergate area, and also the mental relief and well being of citizens of both States, and I am glad that you did bring up the subject of the savings of energy and the price per gallon cost of gasoline in terms of saving of energy. The projected cost of gasoline, I think, by July 1 is supposed to go to about $1.50 per gallon. Sitting in that line out there I am sure uses up quite a few gallons, but my primary concern for my members that I represent is jobs, and many, many jobs that are being done now on the I-205 bridge and potential of jobs and growth for all members of the community and a living for that.

I am quite concerned with the fact that Mr. Carroll mentioned it would be approximately 14 years before we could "cut the ribbon," on the bridge. I would be hopeful that we would be able to have it completed much, much sooner. Aside from that fact, I am here primarily just to express concern for jobs, Mr. Chairman, and thank you for allowing me to speak.

Mr. ROE. We appreciate your testimony, Mr. Worley.

Any questions, Mr. McCormack?

Mr. MCCORMACK. No questions. Thank you very much, Mr. Worley.

Mr. DUNCAN. Well, permit me to say that I am glad that you are putting the emphasis where you are, I think it is important that we consider energy problems as we consider the Northwest power bill, and realize that without more energy and without the means of moving people as a result of their jobs, we are going to run into social problems that are at least equal to the environmental problems we see today, and I suspect you are going to see. So I am glad that you are putting the emphasis that you are on jobs.

Thank you very much.

Mr. ROE. Thank you.

Our next witness is Mr. John Matthews, M-a-t-t-h-e-w-s, owner of the O.K. Delivery. Is Mr. Matthews here?

[No response.]

Mr. ROE. Is the next witness here?

Mr. DUNCAN. Before you leave Mr. Matthews, I don't know whether his absence is inadvertent or intentional this morning. Mr. Matthews happens to be the father of my daughter-in-law, and I was kind of looking forward to him being here this morning so I could get him on the witness stand, but I guess that's why he didn't show.

Mr. ROE. Mr. Ken McFarling, M-c-F-a-r-l-i-n-g. Mr. McFarling is listed here as the advocate for rail lines, would that be a fair listing?

TESTIMONY OF KENNETH McFARLING, ADVOCATE FOR RAIL LINES

Mr. MCFARLING. My name is Kenneth McFarling, of Portland. This hearing was brought to my attention by the executive director of the National Association of Railway Passengers in Washington, however he had no opportunity to suggest the testimony which I am about to give, and to deliver.

Mr. ROE. You may give your testimony, Mr. McFarling, and we appreciate it.

Mr. MCFARLING. Dr. Lawrence Griffith intended and also expected to be here this morning to testify, but because of illness he could not do so, however, a copy of his testimony has been delivered to the committee.

Mr. ROE. It will be included in the record.

[The following was received for the record:]

PREPARED STATEMENT OF DR. LAWRENCE GRIFFITH, TRANSIT RESEARCH OF OREGON

The very real transportation problems between Vancouver and Portland are not ones which have no solution, nor even the lack of resources, but which are severely compounded by the existence of a "political curtain" hanging between the jurisdictions, made up of fabric from both sides of the river.

It is this "curtain" which we must rise over and transcend, not the river.

The position of some elements from the Washington side, and perhaps from both sides, see the advantage of having a third bridge constructed across the river. This, of course, would be a return to a plan which has been universally rejected by all political elements comprising the three county region, of which Clark county did have a associate relationship with, until formation of the Metropolitan Service District of Oregon, which supplanted The Columbia Region Association of Governments.

In June 1975, CRAG adopted a regional transportation plan based upon two key findings

1. The region cannot afford the monetary and environmental costs of a continued expansion of automobile capacity to accomodate growing regional travel.

2. The highway system as it is likely to exist by 1990 will have unacceptable levels of congestion without a major increase in public transit use.

Thus, it will be understood, that regional travel demands must be compensated by improved public transportation facilities. Comprehensive land use decisions must support heavier mass transit use.

The Portland area political jurisdictions is giving short shrift to the idea of continually converting homes, neighborhoods, fully paid for urban services, into automobile pathways, ramps, and parking lots.

Transit must absorb sufficient travel demand to relieve constraints on both the environment and energy, which is caused by the using of petroleum resources.

A city (Vancouver), attacked by such an invasion, ultimately finds it's air shed overwhelmed, it's livability destroyed, and it's tax base eroded. The center dies, while suburbia thrives.

Indeed, we are finding ourselves facing incredible petroleum problems on a national scale, with constantly rising costs, and the potential of a third world war to support our petroleum habit.

Indeed, petroleum serves as a staple resource in our entire economy. We should use it wisely, and not exploit it's use. According to the petroleum industry, we have used approximately ⅓ of our domestic resources, constituting that recovered by primary technology, and most of this has been used in the past 25 years.

It's waste, and economic exploitation must end. In fact it has ended. National survival calls for wise and propitious use of all energy resources, especially petroleum.

We must maximize energy efficiency in the actual design of transportation facilities.

Calls for a third bridge are premature, when the I 205 bridge and free way are nearing completion, and we have not experienced it's effects upon travel problems. Indeed, this facility is the only remaining constituent of the original 1969 $683.6 million transportation plan, which as mentioned has been formally withdrawn.

Transportation planning must be part and parcel of land use decisions. They must be evaluated upon their effects upon agricultural lands, woodlands, open space and air pollution potentials. Transportation design fostering urban sprawl development is to be avoided.

More consideration must be given to the placing of commercial and industrial job sites, so that housing can be more easily served by transit.

Efforts are being addressed to better serve the needs of Vancouver, in this respect, and they need support and a sense of direction. A large share of those now commuting between the two cities, could be easily converted to transit, given the proper facilities.

One well provided transit way of intermediate capacity, could carry as many persons per hour as 7 lanes of a freeway, with considerable less stress on the community, and less cost.

The state of Washington has the same obligation as does Oregon, to promote energy conservation, but it cannot happen with business as usual methods. We must, however, keep our economy going, and supported.

The Rivergate freeway proposed in 1969 consisted of 2 bridges, one tunnel, and 20.6 miles of freeway, at an estimated cost of 235.6 million dollars in 1969 dollars. Today that cost would be over ½ billion dollars.

One serious problem which is already taking form, is the deteriorating condition of present State and federal highways, including the Interstate system. A report issued by the Comptroller General, to the Congress in July, 1979, stated that in 1977, States would need $18 billion dollars to offset highway deterioration on the Interstate system through 1996, and for the next 20 years, they will need $67 billion for similar needs on non-interstate roads. As deterioration, and inflation continues, these needs will increase. In case of reconstruction it could become exponential.

It is pretty clear, that States have been opting to use matching or reserve funds to match Federal money for new projects. The result is that we are accumulating a huge repair bill for freeways and highways already built.

It appears to me, that on one side of the river, the options are clear, because we have been working at developing alternatives. Yet, if the city of Vancouver had been a full partner in the political jurisdictional family, it would without doubt, had top priority on developing alternative transportation proposals. Its growth and tremendous need would have been better addressed.

The ecological factors in good transportation planning are high on the list of important decisions for the city of Vancouver. The fact of its close proximity to a large urban center such as Portland, bring it into the same air shed, and significantly affected by the same impacts as to it's livability, and future growth. We both pride ourselves on our beautiful land, this great river, and I am certain, the desire to let this land remain the beautiful place that it is. An assault on either side of the river, is an assault to both.

There is no competition here. Let's just keep this, the best place to live.

Mr. MCFARLING. Members of the House Subcommittee on Surface Transportation, my intention is to broaden the scope of your deliberations concerning an additional interstate bridge in the vicinity of Vancouver.

Three bridges presently carry traffic across the Columbia between Vancouver and Portland, two more are under construction. Two vehicular bridges exist side by side, each with the assignment of three lanes in one direction. Until the second vehicular bridge is opened to travel the traffic pattern on the older of those bridges accommodated four roadway lanes in each direction. For its first 20 years, each of the two central lanes also included a track for cars of the electric railway company, which formerly provided frequent service, passenger service linking the two cities. That company paid a substantial portion of the cost of constructing the bridge.

Highway administrators subsequently reduced the number of lanes so that truck and bus companies can operate vehicles wider than ordinary automobiles. Let it be noted that commercial haulers using roads obtain the lucrative prerogatives of ownership without bearing the responsibilities of ownership.

The bridges currently under construction are for highway I-205. Each is designed to accommodate excessively wide commercial vehicles on four lanes. To carry railway movements, a solitary double track bridge connects the two cities. It was built before any of the highway bridges, and it was built by private enterprise. Instead of imposing a burden on taxpayers, it and its owners are levied upon to support the treasuries of the States it connects.

Surface transportation is one of the activities vital to the fabric of society, but the proportion of material, energy and space devoted to roads and the vehicles which use them, long ago passed out of

range within which expenditures of resources can make a net contribution to the well-being of America.

Any self-reliant business organization must devote part of its income to recompensing investors for funds advanced to establish the company. The cost to provide infrastructure for practitioners of any transport technology is immense, but commercial carriers on roads invest virtually nothing in the infrastructure. The carriers pay only user charges, deliberately set low enough to foster commercial usage. Instead of having sizable fractions of their income earmarked to defray capital costs, commercial carriers by rote can use that money to influence public opinion and office holder's decisions. The manufacturers of vehicles for whom lavish expenditures from the public treasury have created a market employ similar tactics to perpetuate their dominance of land transport.

People who genuinely support energy conservation and reduced oil imports sought provision for an electric passenger railway in the design of I-205 bridges. Such a railway could easily have been included and a branch from the projected Gresham-Portland line. The highway lobby stifled that proposal. The lobby did consent to allowance for bicycle traffic, which it doubtless perceives to be no threat to automotive dominance of land transport.

The next Columbia River crossing should provide the most useful transport capacity in relation to resources consumed in construction and in operation thereafter. Now it should lessen the subjugation of America by petroleum exporting countries. It should achieve those objectives by design and location to facilitate travel and shipment on America's nationwide railway network, and travel on an electric passenger railway system serving the Vancouver-Portland metropolitan area.

The time is long overdue for Government officialdom to give as much attention to making available the capabilities of railway technology as it has to promoting roadbuilding and vehicular traffic. There have been individuals in public office who have directed attention to the value of railway technology and have urged that public policies support the the development of railways to the same degree as any of the technologies which traditionally are proteges of public works programs. Unfortunately for America, actions by public bodies up to now in regard to intercity transport merely have abated somewhat the rate of destruction facilities and services. In regard to vehicular transport, their action has been to scale down the expenditures for additional roads and for elaborate remodeling of existing roads.

America's policymakers traditionally have left the provision of railway facilities to voluntary investment of private funds. That circumstance should not hereafter be allowed to foreclose the advantages which Americans will enjoy if railway technology is utilized for an increasing share of transport requirements. If the Public Works Committee, of which you are a part, cannot by itself alter that tradition, let it join forces, perhaps with the Committee on Commerce, to accomplish that result.

Your subcommittee may regard Government ownership and fostering of transport infrastructure as wrong or as right, but whichever is your judgment, equity requires that it be the same for all technologies. The distorting effects upon America of having singled

out railway technology to depend upon voluntary investment of private wealth to underwrite capital expenditures should be evident.

Thank you for this opportunity to testify before your committee. You will truly deserve gratitude if you undertake to redress the unequal treatment of technologies, as exemplified by Columbia River bridges.

Mr. ROE. Thank you, very much, Mr. McFarling, for your testimony. Those of us on the east coast happen to support the idea of the balanced transportation system because it is industrially needed. Regrettably, we just don't have the support as of yet in the Congress, which we need.

Mr. McCormack?

Mr. MCCORMACK. Thank you, Mr. Chairman, and thank you for your testimony, Mr. McFarling.

As you may know, I come from an old railroad family. As a matter of fact all of us, my brother, my father, and I were railroaders and I have very strong, positive, supportive feelings for rail transit, and we have just been struggling to keep the Milwaukee Road open and the Amtrak lines across the country and North and South as for instance between Seattle and Portland.

Mr. MCFARLING. I am somewhat familiar with that, sir.

Mr. MCCORMACK. Yes, I am sure you are, and I think you know of that report. My mind is open on this, as on this question, but any proposed rail service simply has to be demonstrated as practical and economically competitive and available to provide service.

I must say, quite frankly, that I am quite skeptical of the ability of the rail service to serve this area competitively, but my mind is open and I am willing to be convinced.

Mr. MCFARLING. Well, of course, railroad service to generate any public support is 50 years behind in getting comparable support to the highway, more than 50 years, of public expenditures and large amounts made for highways, and naturally within the first 2 or 3 years you would not be able to make a railway system which is comparable in extent to the highway network; however, as Chairman Roe should be familiar with, and between Philadelphia and his own State, the Port Authority Railway, which is only 15 miles long, carries an immense amount of traffic on that route, compared to the road network in New Jersey, which is tributary to the city of Philadelphia.

Mr. ROE. Mr. Duncan?

Mr. DUNCAN. Well, I want to thank Mr. McFarling for calling our attention, as I have tried to do in my comments, to the role that rail transportation can and should play in a balanced transportation system. If you will forgive me, I think you have overstated the case a little bit, but that is the privilege of an advocate, and I have done that on occasion myself, when I have represented clients.

I just want to suggest, it is true that the trucking companies and the automobile users have not directly had to factor into their balance sheets an item for capital investors, but it is also true that this great interstate system of transportation and the support which the Federal Government has given to the primary and the secondary systems has all been paid for out of a trust fund that

was created by these very same user charges, so while you can argue about the proportion that any one user is contributing, you must know and I think realize that the Federal subsidy for the highway system has come out of the trust fund that has been supplied exclusively by the user charges paid in by the users. Now as far as the rail is concerned, the Congress has been supportive of rails. We have invested over—by the time we get through, over $7 billion dollars in the Metro system in Washington, D.C., and we have expenditures on the books partially made of approximately $1 billion in Miami, $1 billion in Atlanta, hundreds of millions of dollars in Buffalo, and Philadelphia, hundreds—millions of dollars are going in across the river in the Portland system, Detroit, Los Angeles, there are about 12 more cities. In addition to that we have put more than $2.2 billion in rebuilding the Northeast corridor, we are spending over $700 million a year in operating subsidies for Amtrak alone, and I might say that due to the joint efforts of Mr. Roe's colleague, Congressman Florio from New Jersey, and myself, the Duncan amendment was passed which saved about 5,000 miles of Amtrak over what the administration proposed to cut out of it. We put over $3 billion into Conrail, and we have recently, this subcommittee that I serve as chairman, has put $80 million into directive service on the Rock Island and millions in payments to keep the Milwaukee going, so I think that we can say that the Congress is aware of the significance and the importance of rail transportation to the total transportation picture, in this country, and the only other thing I want to say is that every one of those dollars that has gone into rail has not come from user charges but has come out of the General Treasury and has been financed by a combination of borrowing and general income tax and corporate excise taxes and so forth. Now I don't want to argue with you about it, I just wanted to kind of put it into a little perspective, and I understand that from your point of view that isn't enough, and you are probably quite right, but we are continuing to work on this, and I would just say with respect to this problem, that as I understand your testimony you are really urging that any additional bridge be designed in such a fashion that it can carry rail, if indeed, sir, that became a desirable partial solution to our problem.

Mr. McFARLING. Congressman Duncan that is an element in the testimony, and I would like to discuss with you further the matter of user charges.

Mr. DUNCAN. Well, why don't you and I get together after the meeting and we will talk about that.

Mr. McFARLING. Well, I would like it to be a matter of record of the proceedings of this committee that to begin with, all of the infrastructure of the interstate highway system is tax free land so there is no element of taxes there for payments made from use by the vehicles. Also when you say that there is no user charges on railways, that is because the taxes paid by railways are not dedicated to being used to expend upon railways, but are used by the general treasuries of the political unit to which they pay those taxes.

Mr. DUNCAN. Yes, that is right. I don't want to argue the result, but land acquisition is an important expenditure in any highway construction.

Mr. ROE. Thank you very much.

Our next witness is Miss Connie Kearney, who is a Clark County Commissioner, also representing Clark County Regional Planning Council.

Ms. Kearney, the full text of your prepared statement will appear in the record at this point.

[Statement referred to follows:]

CONNIE KEARNEY, CLARK COUNTY COMMISSIONER

Members of the committee, local officials, ladies and gentlemen: It is a pleasure to have this opportunity to speak to you today concerning a proposed third bridge study. I am Clark County Commissioner Connie Kearney; however, today I am speaking to yon on behalf of the Regional Planning Council, of which I am Chairman. It is comprised of Clark County, seven cities and four special districts within Clark County.

On January 2, 1979, the Regional Planning Council was designated by Governor Ray as a Metropolitan Planning Organization or MPO under the Surface Transportation Administration Act and all applicable regulations. As the MPO, the Regional Planning Council is charged with the bulk of the unified work program for transportation and is funded by the Urban Mass Transit Administration, the Federal Highway Administration and a Washington State Department of Transportation Grant.

The problems and need for relief in the I-5 corridor are valid. I am sure you are aware that the peak period traffic conditions on the I-5 north freeway are the most severe in the region. The opening of the northern segment of the I-205 freeway in late 1982 is expected to initially reduce traffic by about 20 percent but future traffic levels are expected to climb back to the present levels by 1995.

Long sections of the facility experience 30 or more vehicle hours of delay per miles. In the P.M. peak hours some 200 vehicle hours of delay occur on the freeway itself, not counting delays on the on-ramps. In addition, the I-5 corridor experiences a much longer peak period than most other regional corridors. Due to this congestion long sections of the facility act as storage areas for vehicles waiting to proceed. As a result, the stop and go driving conditions and limited maneuverability produce a high number of rear end to end merging accidents on I-5 north.

We would suggest that the Third Bridge Study include:

1. A cost benefit analysis of various alternatives for crossings.
2. The economic and land use impact on the Vancouver-Clark County side.
3. The assumption of growth that is built into the recently adopted Clark County Comprehensive Plan.
4. Consideration of Oregon Department of Transportation's plans for improvements of the I-5 corridor.
5. Locational factors of a third corridor as well as consideration of alternative modes of transportation including light rail.
6. Improvements required of supporting arterials.
7. Expansion of highway transit systems/park and ride, etc.

The Regional Planning Council just completed a benefit study area analysis which recommended that transit expansion is feasible within the Clark County area, radiating out from the existing Vancouver transit system. We hope that our transit planning efforts can be coordinated with your intended study.

In addition, a demonstration project to the City of Vancouver from UMTA, in cooperation with the Regional Planning Council, is looking at the improvement of a transportation link between Clark County and the Portland area.

Any interstate dialogue on transportation issues should look at and examine very carefully the possibility of using 103(3)(4) monies (Mt. Hood freeway withdrawal funds), which have been reallocated to the region for expenditure from 1980 to 1986, for construction projects identified in the Third Bridge Study. It would certainly be appropriate for those funds to be used to improve the availability of transit systems as well as significant highway improvements.

Clark County's economic stability is dependent on the I-5 corridor. Unless we have a free flow of traffic for the acquisition and dispensing of goods, materials and supplies outside of Clark County, we are economically stifled. For example, even if all working residents of Clark County were employed in Clark County (which is not the case as you well know), the County would continue to have the urgent need for uncongested access to the I-5 corridor in order to distribute and receive needed services and goods.

Interstate travel is being impacted by the growth of the metropolitan area. It is unrealistic to expect that the interstate transportation system will remain healthy when an ever-increasing percent of the use of that system is being taken over by the metropolitan commuter. These facts must be addressed. Our interstate system cannot be allowed to deteriorate nor can we neglect to plan for and accommodate metropolitan transportation needs.

I look forward to the Regional Planning Council, in its capacity as an MPO, becoming a vaulable and integral part of transportation planning for the future of the Portland-Vancouver metropolitan area.

It is our intent to cooperate in every possible fashion.

TESTIMONY OF CONNIE KEARNEY, CLARK COUNTY COMMISSIONER, AND REPRESENTATIVE OF CLARK COUNTY REGIONAL PLANNING COUNCIL

Ms. KEARNEY. Good morning. It is a pleasure to have this opportunity to speak to you today concerning a proposed third bridge study.

I would like to tell you a story that we tell in Clark County about the pregnant lady who was caught in a traffic jam on the I-5 corridor and she finally flagged down a policeman, and she said: "I need to get to the hospital right away", and the policeman said: "Well, lady, if you were that close to needing to go to the hospital, what in the world were you doing on the I-5 corridor?", and she said, Well, I wasn't even pregnant when I got in this traffic jam." [Laughter.]

I am speaking to you today not as a Commissioner of Clark County but as chairman of the Clark County Regional Planning Council, which is planning agency comprised of Clark County, the city of Vancouver, seven other cities in Clark County, and four special districts.

On January 2, 1979, we were designated by Governor Ray as a metropolitan planning organization. As you know, Craig Desolver died and we were forced to form our own planning in Clark County, which we are doing, and doing very nicely, in my mind.

We are funded by the Urban Mass Transit Administration, the Federal Highway Administration and the Washington State Department of Transportation, and so we do all the work for our unified work program for transportation.

The problems and need for relief in the I-5 corridor are valid. I am sure you are aware that the peak period traffic conditions on the I-5 north corridor are the most severe in the region. The opening of the northern segment of I-205 freeway in late 1982 is expected to initially reduce traffic by about 20 percent but future traffic levels are expected to climb back to the present levels by 1995.

The long sections of the facility experienced 30 or more vehicle hours of delay per mile. In the p.m. peak hours some 200 vehicle hours of delay occur on the freeway itself, not counting delays on the onramps. In addition, the I-5 corridor experiences a much longer peak period than most other regional corridors. Due to this congestion long sections of the facility act as storage areas for vehicles waiting to proceed, in fact in a recent study it was called the largest parking lot on the west coast. As a result the stop and go driving conditions and limited maneuverability produce a high number of rear end and merging accidents on I-5 north.

We would like to suggest that the third bridge study include a cost benefit analysis with various alternatives for crossings, the economic and land use impact on the Vancouver Clark County side, the assumption of growth that is built into the recently adopted Clark County comprehensive plan, consideration of Oregon Department of Transportation plans for improvements of the I-5 corridor, locational factors of a third corridor as well as consideration of alternative modes of transportation including light rail, improvements required of supporting arterials, and also expansion of highway transit systems, park and ride, et cetera.

The regional planning council just completed a benefit study area analysis which recommended that transit expansion is feasible within the urban areas of Clark County, radiating out from the city of Vancouver's transit system. We hope that our transit planning efforts can be coordinated with your intended study.

In addition, a demonstration grant is being underway with the city of Vancouver in cooperation with the regional planning council, and it is also looking at the improvement of a transportation link between Clark County and the Portland area.

We presently contribute to TriMet crossing the bridge to provide constant service to the citizens of Clark County.

Any interstate dialog on transportation issues should look at and examine very carefully the possibility of using moneys from the Mount Hood freeway withdrawal fund, to be reallocated to the region for expenditure from 1980 to 1986. Clark County's economic stability is dependent on the I-5 corridor. Unless we have a free flow of traffic for the acquisition and dispensing of goods, material, and supplies outside of Clark County, we are economically stifled. For example, even if all working residents of Clark County were employed within Clark County, which is not true, the county would continue to have the urgent need for uncongested access to the I-5 corridor in order to distribute and receive needed services and goods.

Interstate travel is being impacted by the growth of the metropolitan area. It is unrealistic to expect that the interstate transportation system will remain healthy when an ever-increasing percent of the use of that system is being taken over by the metropolitan commuter. These facts must be addressed. Our interstate system cannot be allowed to deteriorate, nor can we neglect to plan for and accommodate metropolitan transportation needs.

I look forward to the regional planning council in its capacity as a metropolitan planning organization becoming a valuable and integral part of transportation planning for the future of the Portland-Vancouver metropolitan area. It is our intent to cooperate in every possible fashion.

Thank you for allowing me to speak this morning, and if there are any questions I will be happy to respond to them.

Mr. ROE. We appreciate your valued testimony. Mr. McCormack, do you have any questions?

Mr. MCCORMACK. Thank you, Mr. Chairman. Connie, how does the regional planning council relate to the tristate task force? How does it relate to the legislature? I ask that question because I am curious to know whether or not it is possible to streamline the

activities of all these agencies into quick studies with quick results so that we can get on with the job.

Ms. KEARNEY. There is yet to be formed a live commission task force, I understand that it is within the planning stages in terms of a study underway by the Washington Department of Transportation, and there is also a study of Governor Atiyeh and a communication from Dixy Lee Ray to form a commission. We have not been asked to serve on one, nor do we have any information as to when it would be formed.

Mr. MCCORMACK. You spoke of a radiating mass transit system. Did I hear you correctly?

Ms. KEARNEY. Well, the city of Vancouver apparently operates a transit system, and our study that was just completed suggests that they could expand into the county, that it would be cost effective and we could generate funds. In order for that to happen it would have to go to a vote of the people, it would require a head tax or household tax, but that option seems to be a very feasible one at this time.

Mr. MCCORMACK. This is rubber-tired transit?

Ms. KEARNEY. Correct.

Mr. MCCORMACK. And you say it is economically self-sufficient as of today?

Ms. KEARNEY. Well, if we were to ask for, I think it is 3.3 percent of 1 percent of sales tax, I am not sure, or a household tax as well as the matching funds, we get from State and Federal, yes, it would be self-supporting.

Mr. MCCORMACK. And have you done an economic analysis of expending it?

Ms. KEARNEY. Yes, we have that, just completed.

Mr. MCCORMACK. And this would be financed the same way then, on property tax or sales tax?

Ms. KEARNEY. Sales tax is the recommendation of the report. Of course, we may choose not to go for that option, but a sales tax increase keeps up with inflation more than a household tax which would have a limit of $1 per household, per month, and that has its own limits, and it would only increase with more households, whereas sales tax would grow with the growth of the community and the cost of the project.

Mr. MCCORMACK. Thank you.

Mr. ROE. Mr. Duncan?

Mr. DUNCAN. Thank you much for your testimony.

Mr. ROE. Thank you very much for your valued testimony.

The next witness is Mr. Al Byrne, of the Bower Transportation Co.

TESTIMONY OF ALVIN D. BYRNE, EXECUTIVE VICE PRESIDENT, BOWER TRANSPORTATION CO.

Mr. BYRNE. Mr. Chairman, members of the committee, our company is a Vancouver-based local trucking operation serving primarily the four county metropolitan area of Portland, Oreg., and Vancouver, Wash. We operate a fleet of approximately 80 trucks, and employ 125 persons. We have terminals in both Vancouver and Portland. Our company experience definitively demonstrates regular bottlenecks on the present north-south I-5 freeway, and we are

firmly convinced that as the area continues to grow according to projections that a severe problem will continue to exist unless immediate steps are taken to study the problem and arrive at some suitable solution, one of which may very well be a third highway crossing across the Columbia River between Portland and Vancouver.

Our dispatch records indicate that on an average day our trucks cross the river, either northbound or southbound, about 125 times daily. The average time on the I-5 freeway will run between 5 and 10 minutes, depending on our distribution points. This time assumes normal traffic flow, at 55 miles per hour. Beginning as early as 3 p.m. and certainly by 4:30 p.m., for the time period extending until 6:30 p.m. to as late as 9 p.m., we experience delays for each of these trips anywhere from 30 minutes to 2 or more hours. Similar delays occur between 6:30 a.m. and 9 a.m. each morning. The delays vary with the day of the week, the time of the year, weather conditions, accidents or breakdowns of other vehicles which impede traffic, work crews or construction taking place on the freeway, bridge openings, and general traffic conditions which fluctuate for all kinds of reasons. This experience indicates that traffic does not presently flow freely across the only bridge between our two States and we can only expect the situation to worsen as other factors come into play. These other factors include the projected doubling of the population in Clark County in the next 20 years and the growth of metropolitan Portland area as a Northwest distribution center.

Additionally, and perhaps even more significant, is the wasted fuel which is expended by countless vehicles idling slowly on the freeways waiting for traffic to clear.

The situation has worsened in recent years. Five or ten years ago Vancouver was considered a bedroom community to Portland and little significance was given to our importance. In recent years, however, there has been a joining of hands by political and civic organizations in the four county metropolitan area, which has tied our communities together. In April 1977, Federal deregulations of the trucking business provided that the entire Portland-Vancouver area become one commercial zone for a distribution point of view, and this furthered the flow of traffic back and forth across the interstate bridge. With this came a number of small businesses, employees and commercial vehicles into Vancouver from the Oregon side. As the four new electronics plants are developed on our side of the river, during the next several years population growth and side businesses will greatly increase the flow of traffic between the two States. Although we recognize the I-205 bridge will someday take a part of the private vehicles across the river, the main flow of commercial traffic from North to South is going to still be on the main north-south I-5 freeway, and probably will not be diverted to the new bridge. As the Seattle area continues to prosper and grow, the traffic between northwestern Washington and California points is going to continue to increase, thus making present conditions even more crowded, as far as freeway and bridge traffic is concerned. All of these conditions indicate that further expansion of our Columbia River crossing is somehow going to have to be offered to accommodate this growth, and it is our opinion it

will have to be either near the present I-5 bridge or possibly to the west of that bridge. This statement is based on the fact that the Rivergate area in northwest Portland is rapidly growing, the fact that west Portland, the Beaverton area, is rapidly growing, and also the fact that the Port of Vancouver has maintained for some years that it is difficult to get commercial truck traffic in and out of the port and across the river under present conditions. As our Vancouver area grows, so will grow the Port of Vancouver and its need for availability of commercial vehicles to link Portland and Vancouver.

We respectfully urge the committee to undertake immediate studies in order to come up with a solution to future Columbia River crossings before the problem once again becomes so acute that it will be unbearable for everyone. It is interesting to note that Oregon residents commuting across the Willamette River have a number of bridges at their disposal, whereas residents commuting between Clark County and the State of Oregon have only one at the present time. Perhaps part of the reason for this is that the two States are involved in financing highway bridge traffic across the Columbia River, and their governments have not agreed on the necessity or location or financing. However, as the Government has deregulated the commercial zone area in recent years, we suggest it is time to set aside State boundaries and arrive at a solution which will benefit the entire population of this great metropolitan area.

Mr. ROE. Thank you very much for your testimony.

Mr. McCormack?

Mr. MCCORMACK. Thank you very much for your statement, I congratulate you for it, and I hope you will extend my regards to Mitch Bower. You have made one statement that I would like to ask you about.

On the second page you say:

> Although we recognize the I-205 bridge will someday take a part of the private vehicles across the river, the main flow of commercial traffic from north to south is still going to be on the main north-south freeway and will probably not be diverted to the new bridge.

If we were to have a third bridge, what would be your reaction to deliberately routing all through traffic onto the third bridge?

Mr. BYRNE. All—are you talking about truck traffic?

Mr. MCCORMACK. Yes, all through traffic, including truck traffic, diverting it and directing it. In other words, you would have highway signs that would say, "All Through Traffic Take I-206". For example, a second bypass and say, "Get out of town".

Mr. BYRNE. I think there would be a lot of merit in that because that would allow the present bridge, the I-205 bridge to accommodate the local traffic.

Mr. MCCORMACK. What do you think when I-205 opens, to diverting all truck and trailer traffic, diverting all truck and vehicle traffic around on I-205?

Mr. BYRNE. That would have some merit, too, if traffic was going clear through the corridor.

Mr. MCCORMACK. That is only short term. It would be some help short term?

Mr. BYRNE. Yes.

Mr. ROE. Mr. Duncan?

Mr. DUNCAN. No further questions.

Mr. ROE. Our next witness is Mr. Barney Anthony, Clark County Home Builders.

Is Mr. Anthony here?

[No response.]

Mr. ROE. All right, how about Mr. Bill Gunderson, Vancouver Realtors' Association.

TESTIMONY OF BILL GUNDERSON, PRESIDENT, VANCOUVER-CLARK COUNTY BOARD OF REALTORS

Mr. GUNDERSON. Mr. Chairman, members of the committee, ladies and gentlemen, I am Bill Gunderson, president of the Vancouver-Clark County Board of Realtors. It is quite evident that there is a necessity for a third bridge on I-5. Clark County is one of the fastest growing counties in the State and we expect it to continue to grow. With that growth we will have more congestion, even without the threat of structural deterioration or of-nature accident on the I-5 bridge, we will have more congestion.

I-205 will relieve part of this immediate pressure, but over the long run, over congestion will continue.

We feel that there are some concerns to take into consideration with the third bridge, but it is necessary to have a third bridge.

In conclusion, the Vancouver-Clark County Board of Realtors is in full support of a third bridge, and we feel it is necessary for the future growth of Clark County.

Mr. ROE. Thank you for your testimony.

Mr. McCormack?

Mr. MCCORMACK. Thank you, Mr. Chairman.

Mr. Gunderson, we are talking about four new electronic firms out in the Evergreen area, and there is quite a bit of development out there, we are talking about 21,000 jobs out there in the next 15 years or so. What percentage of the people that are going to be working at those facilities out there do you think are going to be living close by? In other words, how much development is going to be out there? How many homes do you figure you are going to have out there?

Mr. GUNDERSON. I don't have that figure at all, but I would make a guess that probably 75 percent of the people will be local and 25 percent out of the area.

Mr. MCCORMACK. How many will be driving across from Oregon, do you think. How many will be driving from the west side of Vancouver?

Mr. GUNDERSON. Well, I think that completely depends on the access, the access as it is right now, I think, probably will deter some of the people from Oregon—Oregonians from Washington.

Mr. MCCORMACK. Thank you very much.

Mr. ROE. Mr. Duncan?

Mr. DUNCAN. Well, I think the shortness of his statement is only exceeded by its gravity.

Mr. GUNDERSON. Thank you.

Mr. ROE. The last witness I have on my list is Mr. Dick Schwary.

TESTIMONY OF DICK SCHWARY

Mr. SCHWARY. Thank you, Mr. Chairman. I do not have a prepared statement to submit for you today, but, distinguished Members of Congress and friends, I wish to address this to one issue, that I don't believe has been covered adequately today, and that is of money. If that is the reason we are here we are talking to you in terms as taxpayers hoping to get back some of the gas revenue which we have paid in the past and will be paying in the future to go into a project in which the Federal Government possibly will pay 90 percent of this bridge, and there is no other way we are going to get this third bridge, without substantial help from the Government.

Now the one thing that we are concerned about is that the money that you are getting, from the way I understand it, going into the mass transit system, is from per gallon tax, and whereas our per gallon price of tax is about the same, in other words, depending upon the total amount of gallons, unless I am incorrect on this statement, we are looking at revenues for mass transit for the interstate systems that are going to be relatively level or slightly increased, but not anywhere near the amount of traffic that we have coming, and so in other words we are rather concerned that there is going to be enough funds—that there will be enough funds for a project of this magnitude.

Given also the fact that maintenance costs, now the highway system we have now is better than 20 years old, the maintenance costs are going up, still our money income has stayed pretty flat, so we are seeing a potentiality of a shortage of funds.

And then a third factor is mass transit. Mass transit is going to be very interested and supported financially out of the highway fund, so that in conclusion I would suggest and I was just wondering if another reason for expediency in having this project taken on as soon as possible, is that of money, and I am wondering if you gentlemen would concur in that respect.

Mr. ROE. I think the point you make is very valid. Statistically and factually the question of the level of the increasing input into the trust fund is questionable. There are some studies and discussions on that right now, particularly the debate concerning the 4-cent-per-gallon for the gasohol program and so forth. Your point has merit, as far as revenues are concerned.

On the other hand, you know, how it is going to affect this project, hopefully we can figure other institutional mechanisms that we can keep the level of income into that trust fund to meet the immediate need. I think you make a very strong point and it is very well taken, on the costs that are going to be involved in maintaining this system in due course as we go along. In many areas that is becoming a major problem, particularly on the east coast that were built earlier than your area, so I think your contribution to the hearing is well worthwhile and it should be part of the record.

It would be premature for us to say, however, you know, what action Congress is going to take exactly at this point, but the Congress is highly aware of this, as this committee is.

Mr. Duncan?

Mr. DUNCAN. In the interests of clarity, your analysis of the cost sharing on interstate highways is correct, it has been roughly 90 percent to 10 percent with some variation for the construction of the interstate system. For the support of the primary and secondary systems and the urban roads, it has been somewhat different, as the Federal share has been less. But the thing I want everybody in this room to know is that there has been no trust fund money go into the urban mass transit system and even when you talk about transfer funds, and in Portland, as you know, the Mount Hood freeway was abandoned, and there then appeared to be a huge pot of money available for alternative transportation systems.

There is no money transferred out of the trust fund into urban mass transit when a freeway project is abandoned and so called transfer funds become available. All you do is transfer that mileage to another State and you have an entitlement program, but all the dollars for those alternative transportation systems, the rail systems, come out of the general treasury and at that point I suppose I need not remind you that the paper deficit is $29 billion last year. We have over $18 billion in urgent supplementals for 1980 in front of us today, and I don't know what it is going to be next year, but I'll bet you it is a lot more than the $12 billion it is today, and I think that ought to be on the record, so the people would know the source of the funding.

Mr. MCCORMACK. Well, I want to agree with the comments that were made by the chairman, and Mr. Duncan, and I want to thank you for your testimony.

Mr. ROE. We thank you.

Mr. ROE. We want to thank you all very much, and certainly my felicitations and greetings to my two colleagues from Washington and Oregon.

The hearings are now complete.

Mr. DUNCAN. Mr. Chairman, give me one second more.

Mr. ROE. Mr. Duncan.

Mr. DUNCAN. Just to let me express my pleasure that a couple of representatives of organized labor and the Railway Passenger Association came from Oregon to testify today. But my disappointment that there were no Oregonians from any governmental agency listed.

Mr. ROE. Well, by golly, what we may have lacked in quantity, we made up for with the people that were here, and I would think that what we should be doing about this is that after we get a report out on this particular hearing, is to schedule another hearing so all the brothers and sisters have something to say about the issue. Certainly we wouldn't want somebody from New Jersey to decide it for you without further input, so thank you all very much for your participation.

The hearing will stand adjourned for the time being.

[Whereupon at 12:25 p.m., the subcommittee adjourned, subject to the call of the Chair.]

[The following were received for the record:]

CW
3584
RECEIVED

Port of Portland

February 15, 1980

Honorable Harold T. Johnson, Chairman
Committee on Public Works
and Transportation
United States House of
Representatives
c/o Clyde Woodle
Room 2165
Rayburn House Office Building
Washington, DC 20515

THIRD COLUMBIA RIVER BRIDGE

The Port of Portland supports the continuing efforts to study the feasibility of corridors for a third Columbia River bridge crossing. The potential long-range benefits of such a crossing warrant further examination. The Port offers the following comments regarding the proposed bridge and study efforts:

- As you are fully aware, cooperation between agencies in both Oregon and Washington is critical to a successful study. This cooperation should go beyond the sharing of technical information. An effort needs to be made to insure that the two sides of the river share the same transportation objectives for a third crossing. Agreements must be reached on what type of trips (i.e., home to work, truck traffic, transit) the third crossing would be built to serve.

- In order to achieve these agreements, the study will have to examine whether there are, in fact, any suitable approach roads on the Oregon side of the river to connect with a third bridge crossing. While there are local access benefits and impacts of the various crossings at Port of Portland facilities, any study must look beyond the immediate location of a third crossing.

- Funding of a new crossing and connecting roadways is a key issue. The preliminary examination of federal funding alternatives should be included in future studies. Also, the feasibility of a toll bridge should be examined.

Currently, the governors of Oregon and Washington are preparing to create a bi-state commission to study the third crossing and recommend future

actions. We understand the charge to be given the commission will be sufficiently broad in scope to deal with the concerns that are noted above. The Port looks forward to participating on the commission.

Please include these comments in the hearing record of the Subcommittee on Surface Transportation.

Lloyd Anderson
Executive Director

cc: Honorable Robert Duncan
U.S. House of Representatives
Robert Bothman
Oregon Department of Transportation
Rich Gustafson
Metropolitan Service District
Frank Frost
City of Portland

PL158

CONNIE McCREADY
MAYOR

ROOM 303 - CITY HALL
PORTLAND, OREGON 97204

CITY OF PORTLAND
OREGON

25 January 1980

Congressman Mike McCormick
Subcommittee on Surface Transportation
U.S. House of Representatives

Dear Representative McCormick:

Thank you for this opportunity to offer these comments on the proposal to construct a third bridge across the Columbia River. I regret that previous commitments have prevented me from appearing in person. The provision of future transportation facilities linking the Cities of Vancouver and Portland will greatly affect the growth of our two cities, in fact, the entire region. Since six of the eight previously examined locations for a third bridge would likely touch down within the City of Portland, it is important that we take part in discussions concerning this matter.

I have reviewed the January, 1979, report prepared by the Washington State Department of Transportation which evaluated the range of alternative crossing corridors. That report indicated that even with the addition of the I-205 bridge, year 2000 traffic loads on the existing I-5 bridge could potentially exceed its capacity by 30%. It also indicated that the maximum benefit afforded the existing I-5 bridge would be gained through the construction of a facility parallel to the existing interstate bridge, or in the vicinity of Rivergate.

This investigation, however, was undertaken in the absence of any consideration for land use controls, air pollution, energy supply or the capacity restraints of connecting roadways.

A third bridge, no matter what its location, would require substantial investments in highway facilities on both sides of the river. No financial commitment for either a third bridge, or the required supporting facilities has been made either by the two states involved or the federal government. In addition, Portland's Arterial Streets Classification Policy does not indicate a regional traffic corridor beyond the two which include I-5 and I-205. And while the Policy can be changed to include such a third corridor, the implications of its construction on job and residential displacement, and the limited capacity of connecting roadways must be carefully considered.

The interstate transportation problem in the Portland/Vancouver region is one which has many broad, and long range, implications. The urban area must take a careful and comprehensive look at all available solutions. We all must examine the origin and basis of the problem in order to assure that the solution is both workable and consistent with the long range goals for livability and economic growth within the region as a whole.

For that reason, we support the concept of a Bi-State Task Force established for a limited period of time in order to coordinate transportation and land use planning, with special attention given to access across the Columbia River. The Task Force must not be narrowly confined to a single solution - a third bridge.

Specifically, the Task Force should be given the charge to assess the need for additional transportation facilities across the Columbia in light of the following:

1. The need to maintain regional mobility.

2. Expected population and employment growth.

   Clark County is projected to be the fastest growing area within the region over the next 10 - 15 years.

3. Limited transportation facilities on both sides of the river.

   Further study of a third crossing must address the question of required support facilities, their impact on the existing transportation system and urban neighborhoods.

4. Limited funding for transportation improvements.

   Currently, no funds have been committed for either a new crossing or the required support facilities, by either the two states or the Federal Government. With inflation and the phasing out of the interstate program, funding for such an undertaking will be increasingly difficult to secure.

5. The potential for reducing trip demand through the institution of land use planning and controls.

   An attempt should be made to contain suburban growth, to relate that growth to increased transit services, and to balance and integrate job and population growth. This effort must be considered as basic to any transportation solution.

6. Overall transportation planning goals and investment programs adopted by the City of Portland and the Metropolitan Service District.

   Currently, the City of Portland is placing a greater emphasis on consolidation of the highway network and on improvements to public transportation in order to preserve its neighborhoods and make more efficient use of its funding resources.

7. Limited availability of future energy resources.

   According to the Washington Department of Transportation report, auto trips across the Columbia River are expected to more than double by the year 2000. We must understand how this assumption relates to projections of limited energy availability and inflation compounded by higher energy costs.

8. The need to achieve both air quality standards and economic growth.

   I am sure that this will become an issue of increased regional concern. There is a need to manage our regional air shed to assure an equitable distribution of economic growth. The addition of major new highway facilities could serve to limit industrial growth within the region.

In terms of products, the task force should be asked to recommend the following:

1. A set of transportation improvements and land use controls which are consistent with overall transportation and land use planning, economic growth, air quality and energy conservation goals.

2. A funding source for any proposed transportation capital improvements.

3. A Bi-state policy for funding of interstate transit planning and operations.

   Presently, Tri-Met operates on an ad-hoc 60-40 funding split for its Vancouver service. If transit service between the two states is to be expanded, a more thoughtful funding policy must be developed and agreed upon.

4. A permanent mechanism by which the region can coordinate land use and transportation planning, transit operations and economic development on both sides of the Columbia River. Most every other region of the nation caught in a similar situation has formed an interstate agency to deal with regional problems.

In closing, I would again like to stress the interest of the City of Portland in participating in the resolution of this problem through the formulation of a joint task force on transportation. The City and region have much to gain through a cooperative effort in transportation and land use planning.

Again, thank you for this opportunity to offer our comments.

Sincerely,

Connie McCready

Mayor Connie McCready

CM:SD:db

cc: Committee on Public Works and Transportation
Room 2165, Rayburn House Office Building
U.S. House of Representatives
Washington, D.C. 20515
Attention: Clyde Woodle

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Post Office Box 11097
Portland, Oregon 97211
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Ameron
Pipe Division
Northwest

January 29, 1980

Committee on Public Works and Transportation
Room 2165 Rayburn House Office Building
U. S. House of Representatives
Washington, D.C. 20515

Attention: Mr. Clyde Woodle

Gentlenen:

Reference the subcommittee on surface transportation hearing to discuss the need for a third highway crossing of the Columbia River between Vancouver, Washington and Portland, Oregon.

As a member of the Portland-Vancouver business community for many years, we have long recognized the necessity for improved surface transportation between the two cities, and welcome this opportunity to file this "letter for the record" on this issue.

Having simultaneously maintained facilities in both cities, we experienced inflated transportation costs in the flow of materials between the two sites. These costs were a result of increased wages and fuel costs required due to traffic problems related to crossing the one existing bridge. The impact on our operations has been reduced due to our discontinuation of our facility in Vancouver, however material flow and delivery of our products in Washington are still adversely affected by the existence of only one bridge.

Many of our employees reside in the Vancouver area. Our work schedule therefore, is adversely impacted by the periodic inability of our employees to cross the Columbia River due to traffic accidents and/or snarls on the existing bridge. This impact is felt in both our office and shop.

The fact that a second bridge is under construction points to a lessening of the problem, but our facility is located in an area where our benefit will be limited to only a slight

reduction in traffic experienced on the current bridge. The current bridge being a draw-bridge means that we will still have, from time to time, effectively one means of crossing the Columbia.

Very truly yours,

AMERON - Pipe Division
Northwest

Robert C. Hasbrouck, Jr.
Controller

RCH:pc

best copy available